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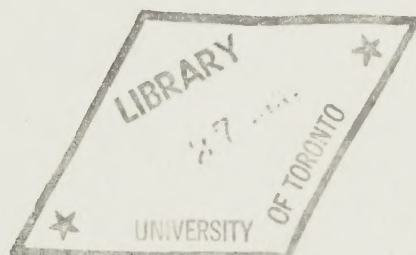
Government
Publications

The Policy and Programs of the Ontario Government

for Recreation, Sport and Fitness

1980

by Douglas Fisher



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The Policy and Programs of the Ontario Government for Recreation, Sport and Fitness, 1980

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A report was commissioned by the Honourable Reuben Baetz, MPP, Minister of Culture and Recreation in Ontario, in December 1979, with the following terms of reference:

- “1. To consider generally the state of amateur sports, fitness and physical recreation in Ontario, with a view to supporting and extending participation and excellence and to make recommendations thereon.
2. In particular, but not to the exclusion of other matters, to consider and make recommendations for amateur sport, fitness and physical recreation in Ontario on:
 - a) The most effective means for the utilization of available provincial, county and institutional resources;
 - b) The most appropriate mechanism to assure complementarity and harmonization of efforts as between the Government of Canada and various organizations, and the Province of Ontario and organizations and institutions operating in the province;
 - c) The most appropriate means for government to co-operate with voluntary, corporate and individual efforts;
 - d) The organization and structure(s) needed for the achievement of the above.”

published by the Ontario Ministry of
Culture and Recreation
77 Bloor St. W.
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Preface

This inquiry was undertaken with the understanding between the minister and me that it would be completed within six months, that its total budget of cash spending would be \$100,000, that the ministry would house me and give me general assistance and would publish the report. It was understood that my undertaking was that of a volunteer and that I would take no income from the inquiry's funds.

It's awkward for someone with a commission of inquiry to set out the reasons why he has been given the task and has taken it. For some 15 years I have been a lobbyist in Ottawa for amateur sport in both that informal role and as an executive for both the Coaching Association of Canada and Hockey Canada. I have become familiar with most of the issues of amateur sport and some of those of organized recreation.

Among other things this inquiry is an exercise in bureaucracy and with bureaucracy. In the early '70s I was one of a three-man commission headed by Dalton Camp which produced five reports on the Ontario Legislature, its operation and its reform. This experience, coupled with seven years work as a member of parliament and 15 years as a political columnist, have combined to give me a penchant, some might say a fixation, with organization and process — with bureaucracy.

As a consequence there is probably more on organization and process in this report than those who commissioned it, or those engaged actively in organized recreation and sport, would choose to have. I began with the belief that I would be largely engaged in assessing and recommending programs, only to end with more interest in process than programming.

The methods used in this inquiry are straightforward. I engaged primarily three people to help me: *Christopher Lang*, a consultant in sports administration. We've had a long association since we collaborated in the federal task force on fitness and amateur sport of 1969; *Carol Anne Letheren*, a former teacher of physical education, now a consultant in sport and active in the organization and judging of gymnastics; and *Don Hushion*, a former administrator in the Ontario Ministry of Labour, and at present a consultant in government organization.

Jointly, we tried to read all the relevant material, including the legislative and departmental papers which show the development of the three fields of interest of the inquiry, particularly since the Ministry of Culture and Recreation was created six years ago. We interviewed or took written opinions from as many as possible who are engaged in these three fields. We were encouraged by the co-operation from provincial organizations in sport and recreation. The staff of the ministry has been particularly accommodating and helpful, taking the lead from the deputy minister, Douglas Wright. Our association with the three provincial officials whose advice is closest to

my subjects has been excellent: Joe Halstead, Director of the Sports and Recreation Branch; Ray Wittenberg, Supervisor of the Recreation and Fitness Services Section; Abby Hoffman, Supervisor of the Sports Services Section. Bob Secord, now assistant deputy minister for Sports, Recreation and Field Services has been always at hand for advice.

The response we had from one particular interest group was a vivid indication of how easy it is to be skeptical of an inquiry such as this. As I kept asking this group questions, they kept referring to reports and briefs; they piled in front of me volumes of evidence of research and studies. The gist of their implicit criticism was that our inquiry was a "quickie"; it fell far short, in expertise and canvassing through of social science research and analysis of what they believed must be part of anything definitive on policy.

We won't apologize for the speed of this inquiry or that its research has not been exhaustive. Certainly, we have not dealt with many of the hundreds and hundreds of people in Ontario who have either had responsibility in recreation and sport or who possess good insights into them.

I am particularly grateful to several people who have helped me over some rough spots of ignorance or complexity. Notably these are Roger Jackson, Dean of Physical Education, University of Calgary; David Skinner of Leisure Dimensions Inc.; and Angus Ricker, a journalist who specializes in newspaper and news service organizations. Mr. Skinner, in particular, provided a wide-ranging knowledge of sport in Ontario. Messrs. Doug Fraser and Doug Darling contributed a useful analysis of national and provincial sport governing bodies.

The largest single contribution of volunteerism to our work came from the staff of the National Capital Region Amateur Sports Council, headed by Mrs. Merwyn Leafloor. Above all, the people of this Ottawa-based organization reminded me that recreation and sport does not take place in government offices or corridors or in national and provincial committee rooms.

Douglas Fisher

Introduction

As a political journalist I have seen the disposition of dozens of reports to government by news reporters. What's the gist of it? Where are the key points? Is it radical? Is it a whitewash? Is it a bore? Will it be acted upon? Pigeon-holed? Ignored by everyone? Will it cause a partisan fuss?

To help my colleagues of the media, let me give these indicators:

This inquiry has found nothing scandalous; there is very much to be proud about in Ontario's recreation and sports. Of course, there is much more to be done; and this should be possible without much acceleration of government spending or assembling a lot more "person-years" at Queen's Park.

The fundamental recommendation of the inquiry is so simple-minded that it may baffle many people. It is that the Ministry of Culture and Recreation must reverse its perspective. Almost all of the real action and the activists, the facilities and the future, are out in the municipalities, not at Queen's Park. Recreation and culture both blend and overlap at the local base. They are largely responsibilities of the municipalities and the product of the leadership and creativity of the people and groups in each community. The ministry must watch and listen and respond to what these people in their various locales need and want. That's where the ministry should have begun; that's where it should now begin. This means some reorganization of the ministry and the devolution of much that is at the centre to the regions and the communities.

In the main, Ontario has no desperate shortages in recreational and sports facilities. The major questions are: how Ontario gets and keeps more volunteers and their leadership in programs; how can the programs raise the funds for operation?

Competitive sport, with its emphasis on excellence and on producing athletes and teams for world-class performance, does require more support from the ministerial centre and a clearer understanding about the relative roles of the federal and provincial governments in funding coaching development and high-level competition.

In the fitness field the inquiry concludes that the most progress towards a fitter populace in Ontario would come, eventually, if two changes were introduced in the educational system: Physical education should be made compulsory again in secondary schools to the end of Grade 12; even more important, there should be some special programs to train more teachers for primary schools in physical education and sports leadership.

The inquirer really does marvel about two things he has found:

1. that there is so much activity in physical recreation, sport and fitness going on in Ontario, and that it touches or concerns a half dozen ministries and a number of other agencies of the provincial government;
2. that there has never been a major consistent, coherent endeavor to relate or shape, even discuss, all this activity through a policy or a co-ordinating mechanism.

For example, the construction of recreational facilities in Ontario for the past decade has undoubtedly been the most unique element of what one might call public or institutional building. Much of this was stimulated by Wintario capital grants, but a lot of it was simply part of the creation of educational and municipal facilities which were asked for and provided at the local level. It is this local element of demand and response which has denied us an easy appreciation that Ontario in the main has been creating recreational and sports facilities at a sensational pace. It also explains why some communities have magnificent programs and exciting activities for almost every age and interest in their population, whereas others have much less, often pathetically much less.

To repeat: the central point of this inquiry's conclusions is that the community itself, and the choices of those who live in each community, must be the basis of Ontario's cultural/recreational policies; and this means that the ministry must be turned around to serve this idea. In simple imagery, the ministry at present is high at the top of a large pyramid which has a very wide base. It has become increasingly elitist, sophisticated, and excited mostly about currents in the metropolis, particularly in upper-middle-class culture. This pyramid should be inverted, placing the ministry at the lower tip, peering up at the base and constantly seeking and finding responses to what the people up at the base want.

“Planning”

As a book of this year put it neatly:

“‘Planning’ is perhaps the most multifaceted, the most protean concept to have eluded students of government over the last twenty years.”*

The author of this report is one who has been bemused at how the concept of planning rose and fell. In the early '70s taking part in an Ontario commission (the Camp commission on the legislature) made us aware there was less enthusiasm for “planning” at Queen’s Park than in Ottawa, yet the role given the Ontario Economic Council, the recommendations of the inquiry into the productivity of the Ontario government, the zest and roaming of Treasury and Intergovernmental Affairs officials, and the emerging determination of the treasurer to apply restraint in government while matching Ottawa and some of the other provinces at organized, rational policy projection, all combined, it seemed, to indicate the governing party and the senior bureaucracy had gotten well into what we generalize as “planning”. In effect, many of the recommendations of the Camp commission turned on the need to bring the work of the legislature into line with the larger, more complex Ontario bureaucracy which had outfitted itself with expertise and methods of modern large-scale administration.

While there was always less overt enthusiasm for “planning” as a word or conception in Queen’s Park than Ottawa, (largely, we thought, because it had perhaps too close affinities with socialism) it was not quite the dirty word in 1972 that we found it to be in 1980.

We agree with Richard French’s aphorism that “. . . planning without public consensus and support becomes sterile and confused.” And planning without political commitment in support of its conclusions is also worse than useless; it’s confusing and extravagant.

We respect the fairly consistent determination of the current and recent governments in Ontario to be modest and chary of “blue-skying” or “big-thinking”. Indeed, our fundamental argument about the first five years of the Ministry of Culture and Recreation is that it got turned away from its initial plain commitment to serve individuals and their communities by taking the lead from them as to needs and wants.

Unfortunately, we have not had in the Ontario political community as a whole any active forum discussing or debating or criticizing recreation and sport policy and programs. Almost as unfortunate for the continuance or new creation of good responsive programs, there has not been any forum within the government itself which brought together all the elements of the government, placed in many ministries, which have some recognizable part in recreation, sport and fitness.

By “forum” we mean any committees or task forces or internal commissions. We found that the policy secretariats of the government have really not been monitoring developments in the field. Let us give some concrete examples of such omissions.

Immediately on taking up our chore we got representations from Indians and Metis; from organizations of handicapped people; from Franco-Ontarians; and from spokespeople of municipal organizations. Each had needs.

The Indians and Metis wanted funds and expertise to help them use recreation and sport to break the pattern of apathy and poor health among their people.

Handicapped people wanted some clear, long-term indications of the scale of support they could expect from the government in developing recreational and sport programs for the blind, the mentally retarded, the paraplegics, etc.

The Franco-Ontarians wanted to determine their needs in recreation and sport, and the role the provincial government would play in meeting those needs, if (as it had asserted through ministers) it meant to help Franco-Ontarians retain their language.

The municipal people spoke more generally than the other representations did, but they fixed on an emerging crisis of covering the operational costs of recreational and sport facilities which provincial largesse for their construction had made possible. A variety of inconsistencies in provincial support programs were brought to our attention but the main theme was that no one in the government — minister, or department or policy secretariat — seemed seized with the developing issues.

Of course, the Indian-Metis situation and the Franco-Ontarian situation bring the federal government and its policies and programs into the equation.

*from HOW OTTAWA DECIDES: PLANNING AND INDUSTRIAL POLICY-MAKING, 1968-1980, by Richard D. French. Ottawa, Canadian Institute for Economic Policy, 1980. page 1.

While we found interest and understanding about each of these matters among the ministers and senior officials to whom we brought them, we didn't find anyone or any one ministry or agency which said: "That's our problem" or "That's our issue". "We have it in hand or under consideration."

We recognize that our inquiry in itself is a recognition of the likely need for a process and goals to deal with the situations. We have told ourselves again and again not to "go big league", not to throw too big a loop from a smallish, related trio of subject fields. We reminded ourselves repeatedly that executive power has its limits, that by the nature of ministerial government it has to be divided. We recognize and applaud the governmental determination in Ontario to restrain spending and the size of the public service tightly.

In spite of these self-warnings and caveats, by the end of our inquiry we decided to deal at length with the internal organization of the government, as it is, and as it might be, in developing interlocks and interchange between the parts which have a responsibility in our fields. We concluded that this internal appraisal and these suggestions for change must be complemented by other recommendations which would ensure better external discussion and contribution to policies and programs from the interest groups in the fields, local, regional, and provincial.

If "planning" as a term is *too* invidious for useful application, let us argue that we put aside its connotation of a rational matrix, developed at the cerebral centre of government, and advocate "processes" which will at least monitor and collate all the diverse programs and critiques in the fields, with a view that even a pragmatic government needs such in order to be practical.

As Professor French writes: "Planning cannot create political conviction." Perhaps in a regime of politics where planning is in eclipse, process may be the alternative. We need more explicitness in Ontario about the relationships between the parts of the government in these fields. One of the parts should be charged with taking the lead in ensuring such co-relations and co-operation.

Historical Perspective:

on the involvement of the Government of Ontario in Recreation and Fitness

Some comparative dollar figures will emphasize the literally fantastic emergence of recreation and sport as a provincial activity. In 1948 the small branch of the government which hindsight shows was the embryo of it all had a budget of \$368,000; in 1980-81 the budget for the legatee department or ministry approaches \$200 million.

One lesson we've learned again and again in our brief mission is that many of the younger people active in sport and recreation (and indeed even those in educational programs preparing for those careers) are unaware of the antecedents of most components in the provincial government with which they deal. For their benefit and for those of the general reader (such as the provincial legislator or the town councillor) we felt it useful to give a sketch (and that's all it is) of how provincial involvement grew and grew from very small beginnings after World War II. We wish the sketch might include more recognition of a handful of dedicated public servants — particularly E.C. Cross, J.K. Tett, K. Young, T. Leishman, R.E. Secord, H.E. Thomas, D.A. Garvie and D.L. Minshall — and several ministers — particularly William Davis when he was minister of Education.

We have taken most of this precis from a paper prepared for Queen's University by J.T. Johnson, at present a field services manager for the Ministry of Culture and Recreation. Anyone wanting to read the story in detail should obtain the substantial pamphlets published by the Ontario government titled *History of Provincial Government Services of the Youth and Recreation Branch*. Three parts have been published and a fourth one should be available soon in the ministry publication "Recreation Review". It is an engaging, if rambling, history.

A meld of social, economic and political forces in the early 1940s influenced the province of Ontario towards a policy on recreation. The two world-shaking periods of the great depression and the world war, 1939-1945, really set the basic principles.

Prior to the 1930s, recreation in Ontario was mainly family-centred and its round was the home, church, the school, and fraternal organizations in the community. There seemed little need and few motivations for direct government involvement in the leisure pursuits of its citizens. The depression era enforced so much leisure time on so many people that doing some things to make it less demoralizing began to emerge as a political priority.

It was not until the war broke out in 1939, however, that the shape and substance of the government's policy began to emerge. Once the Conscription Act of 1940 came into play, the federal government began to be more vitally concerned, especially about national standards of fitness. A basic training group of approximately 1,500 men proved necessary if 1,000 men of the appropriate standards were to be enrolled.

The government encouraged military recreation and fitness programs. These involved thousands of Ontario men who later manifested their interest in what they'd experienced by expecting similar opportunities in civilian life. More important in terms of effectiveness was the creation of a large cadre of trained and experienced recreation staff, many of whom were to find employment out of the services as recreation directors and staff in their local municipalities. From this emerged the beginnings of professionalism and credentialism in the recreation field, and such awareness was soon given substance by regulations of the provincial government which encouraged qualifications through grants to municipalities which embarked on community programs of recreation.

The massive scale of participation in the military during the war is often forgotten. Out of a population of little more than 12,000,000, almost a million served in the forces. We readily understand why the federal government enacted the National Physical Fitness Act in 1943. This began a cause-and-effect cycle which is probably not played out yet. A federal initiative; a provincial response.

The premier of Ontario, Col. George Drew, had an overwhelming interest in the war effort. In 1943, on returning from visiting troops and military establishments he appointed Dr. Althouse, head of extension services at the University of Toronto, to study a plan for the development of an extensive adult education program, modelled in part on earlier success of the Life Training Institute of Simcoe County, an enterprise which had developed in the '30s. The premier also recruited a war hero, T.K. Tett, to visit the United States to look for good programs in developing fitness which could be applied in Ontario.

In 1944 the Ontario representative on the National Council for Fitness, Major A.A. BurrIDGE, summed up his experience:

"It is of interest that in all localities visited, there is an evident urge to establish recreation programs. Nowhere has there been any doubtful or dubious groups. In practically every contact I have made, the commonest question is: When is Ontario going to begin the program? Articles have appeared to this effect in a number of magazines and numerous organizations have passed resolutions to be forwarded to the provincial government. I have tried to avoid at all costs any criticism of the provincial government as I feel they will draft a very elaborate thoughtful program eventually."

The potential which George Drew envisaged began to emerge as the returning veterans made their impact felt looking for facilities and programs in their own communities similar to those they had grown accustomed to in the services.

Ontario's response began to take concrete shape in early 1945. In March the government announced a new program of the Department of Education under the name of Physical Fitness and Recreation. Squadron Leader Tett was appointed its first director, a budget was provided, five people were hired, and the legislation was passed which enabled financial aid to municipalities and other organizations through annual grants. Municipalities were to be encouraged to organize and maintain community recreation programs, and policy emphasis was to be placed on local support, local initiative, planning, organization and co-operative action. (As it was then, so it shall be in the '80s).

The Fitness and Recreation Program was only part of Ontario's response. Out of Dr. Althouse's recommendations, a Universities Adult Education Board was established by order-in-council, April, 1945.

It's a fair summation that in the next dozen years the stress on fitness fostered by war and recruiting seemed less and less urgent. The national endeavors based on the Fitness Act lost momentum. By the mid-50s the then minister, Paul Martin, believed the Act had become redundant. On the provincial front in Ontario, however, the slow, unspectacular growth of municipal involvement in encouraging recreation continued.

It is interesting to note that during the 1950s the "recreation service" called the Community Programs Branch had within its mandate most of the programs now the responsibility of the Ministry of Culture and Recreation including museums, heritage programs, citizenship services and English-as-a-second-language classes as well as the ongoing sports and recreation functions.

The next intervention of the federal government was largely triggered by sport, and it was worked up in the 1950s as more and more nationalistic dissatisfaction grew over the comparatively poor performance of Canadian athletes and teams in international competition. The federal government had earlier developed the practice of giving modest grants to the Canadian Olympic Association to help send the Olympic team abroad. More and more national associations involved in sport and physical education lobbied for more federal aid and leadership. Of course, once any focus is put upon achieving real excellence in sport, the light goes down into the system which identifies and produces athletes, thus one gets to questions about the role of provincial and municipal levels of government in sport.

The Diefenbaker government was spurred to enact the Fitness and Amateur Sport Act of 1960, largely by the sport lobby. The emphasis given to "fitness" was largely a reflection of the unease politicians still had that "sport" was somehow light, even frivolous, but that fitness was something which few people would argue against. They were most anxious to make clear the distinctions between amateur and professional sport. There was again an emphasis upon "nation-building" (as during the war) in explaining the purpose of the act. Achievements in sport brought international attention and this fostered national pride.

Until the Fitness and Amateur Sport Act began to take effect, the province of Ontario had been working in a low-key way with a policy which underlined participation, not excellence.

One consequence of the new federal act was a federal-provincial agreement in sport. This brought the Community Program Branch \$100,000 in 1963 to develop a program to improve the quality of competitive sport within the province. And from this initiative grew a pattern of provincial sport governing bodies (SGBs) being recognized by the government as the agents through which it directed help. By 1970 over 70 such SGBs had been established in Ontario and some began to employ full-time administrative personnel.

Two other developments should be noted. Recreation 'per se' had many dedicated advocates, particularly in the universities and on municipal staffs, and although recreation as a subject entity had not really been a part of the original federal conceptions, as the Act began to work, its advocates won increasing attention and response from the federal bureaucracy, many of whom felt uncomfortable with the elitist nature of the sport endeavors. Recreation was obviously a mass-participation field and so more easily justified in political terms, as the officials saw them. So, gradually the idea took shape through appointments and some national conferences that the federal government had a role in recreation, at least as a catalyst for research and national standards.

The other development is worth mentioning because it illustrates the parallelism of federal and provincial developments, with Ottawa taking a lead and the province matching. The federal government created the Canada Council to promote excellence in the visual and performing arts, and Ontario followed with the Ontario Arts Council.

Throughout the '40s, '50s and early '60s, the provincial recreation service (called Community Programs Branch, and located in the Department of Education) was largely seen to be a catalyst and enabler, or an animateur, if you like — it served few programs directly but encouraged those in the local communities to do things for themselves, and the provincial service provided staff resources and financial assistance to recreation and sport projects that met the needs and had the support of local authorities.

It is further of interest to note that early experimental programs supported by the Community Programs Branch have now become recognized activities supported by both the provincial government and local authorities. Community school programs and community use of school facilities emerged directly from the Rural Community Night School concept of the '50s: programs for older people (sometimes with their own special facility) resulted from a thrust in this direction in the early '60s. Community Workshops, Folk Schools and the Rural Leadership Forums have developed into the more sophisticated adult education programs of today.

The community basis of the provincial role in recreation and sport got much attention, particularly in the late '60s. The branch had had particular encouragement from William Davis after he took over the Ministry of Education in 1962.

The Legislature appointed a Select Committee on Youth under the chairmanship of Syl Apps and its significant report resulted in the formation of the Youth Branch in the Department of Education and eventually (in 1968) to the amalgamation of the Community Programs Branch with the Youth Branch to become the Youth and Recreation Branch. This was not only a response to the Select Committee but it also was an early response to the increasing social programs for youth in the late '60s.

The budget of the newly-named branch was jumped almost 75 per cent and it was instructed to give "particular consideration to the need for young people to participate fully in the life of the community".

While many events of significance to recreation and sports occurred during the late '60s, the holding of a "Minister's Conference on Recreation" in 1966, a convention of sport associations to chart future directions in 1969, and a report on the Delivery of Recreation Services were highlights, and all had considerable importance as sports and recreation entered the decade of the '70s.

Meanwhile a major study of the entire provincial government was launched. Its recommendations (the Committee on Government Productivity) began to get implementation in 1972. One of its premises in policy was that recreation was an essential social service. Therefore, the administrative responsibilities for recreation were switched to the Ministry of Community and Social Services (ComSoc). The policy responsibilities were intended to rest with the Social Development Policy Field Secretariat which covered Health, Education, Colleges and Universities and ComSoc.

The administrative and policy responsibilities for youth were transferred to the Ontario Youth Secretariat created in the fall of 1972 as a direct arm of the Social Development Field Secretariat. Meanwhile the Youth and Recreation Branch was reunited with the Citizenship Branch and Community Development Branch under a new Community Services Division of the Ministry of Community and Social Services. Eventually the operation was renamed the Sport and Recreation Bureau.

For two years the Community Services Division functioned rather autonomously on the edge of Community and Social Services with its huge core responsibilities in social welfare. This comparative autonomy was not unlike the scope the original Community Programs Branch had had within the massive Ministry of Education.

Not long after Community Services Division had moved to its new ministry, a task force began an internal appraisal of the ministry's organization and services and this study brought forward a recommendation that Community Services be integrated with other parts of the ministry's delivery systems. Before anything became formalized there was a surprise development.

The premier introduced a bill in December, 1974, to establish the Ministry of Culture and Recreation (MCR). In his remarks the minister said the ministry was created:

"... in response to the significant role which culture and recreation play in enhancing the quality of life and good citizenship. Although the Ontario Government has long provided a variety of culture and recreation programs, the time has come to bring them together within a single ministry for added emphasis."

The new ministry was entrusted to an enthusiast for it, the Hon. Robert Welch.

The scope of the government's policy for recreation could now be taken, figuratively-speaking, to run from art to zoology. Responsibilities for recreation, fitness, sport, citizenship, native people, heritage, and art programs in the various ministries in the Social Policy Development Field Secretariat were brought together. Further, the proceeds for the new Ontario lottery, Wintario, were designated for the exclusive use of the new ministry.

Elsewhere, under an analysis of MCR, we go more thoroughly into the mandate of the ministry as seen through the wording of the act. What should be underlined about policy imperatives is the common thread to be found in speeches of Mr. Davis, Robert Welch, and Reuben Baetz. All three ministers have recognized the limitations of the government in culture and recreation, but have emphasized its role in concert with the communities of the province. For example, this year Mr. Baetz told the legislative committee examining his estimates that the perception of his ministry's mandate is clear. ". . . the government cannot do everything; the people do not want the government to do everything. What the people do want the government to do is to help create a climate in which the people's dream can be realized."

The current minister has repeatedly used the word "eclectic" to describe ministry policy. Unless one makes much of the act creating the ministry and the debate which accompanied it, it is fair to say that from the small beginnings out of the second war until today there have really not been magnificent flourishes or fanfare as the programs and the policy have evolved. The prevailing influences have ranged from the work projects of the depression era to "fitness for a democracy at war" — to community involvement and enhancement — to the evolution of the notion of excellence. And the strain of "nation-building", faintly but definitely heard at the federal level of politics, has had its parallel in chords of "province-building" in Ontario.

Another observation is simply that the administrative structure for the delivery of the recreation policy evolved in a decentralized manner. It was a matter of seeking and aiding local responses. Perhaps the most notable recurring local requirements were for facilities and so much of the evolution was made concrete by arenas and pools and community centres.

The best summary of the concept behind the provincial sport and recreation can be found in an extract from the key-note address given by the then Minister of Education William Davis at the opening session of the "Conference on Recreation" which he convened in 1966.

"The sphere in which people must find meaning and purpose is that of the family, the neighborhood and the community, with its schools, churches, libraries and cultural institutions, sports groups and recreation clubs and social organizations. Programs of community activities are thus essential elements of life if people are to keep their sense of purpose and achieve happiness in a complex society. In their own communities ordinary citizens and their families can share with others the work of planning and carrying out projects for which they have recognized needs and set the goals. Here they can use their own methods and their own leaders for effective development."

As it was in the beginning so it still should be!

Current Provincial Government Perspective:

on Amateur Sport, Recreation and Fitness:

Introduction

When one considers the degree of government intervention in our daily lives and that almost one-third of our lives is spent engaged in some form of “free time” or leisure-related activity, one should not be surprised that most ministries of this provincial government regulate or operate programs or provide financial support and services to almost every aspect of leisure time.

Limits of time and resources kept us from a deep survey of all this activity but to put our subjects in context needs a summary (and the selective description which follows in an appendix).

While the range of government involvement in leisure-related activity is impressive, a canvass shows considerable fragmentation and the absence of an over-all policy framework related to recreation. Above all, the sketch reveals the limited appreciation of recreational pursuits as a major component of the province’s economic and social policy.

There is no over-all policy and program co-ordination, no long-range planning and no effective inter-ministerial mechanism currently operative to facilitate either recreation policy planning or program co-ordination.

To balance such lacks, however, much has been, and is still being, provided and accomplished by this province through its many programs and expenditures, approximating a third of the provincial budget.

There is no over-arching sense of direction or mission related to recreation. There is little appreciation of the inter-relationships among ministries, among levels of government, and between the government and the private sector and community-based organizations. Without these two ingredients, it is hard to imagine the province realizing its recreational potential. You can’t know whether you’ve got to your destination unless you know where you’re going. There is no vision; there is no plan.

The section which follows provides a general overview of current government activity. An internal government study conducted in 1975 identified 18 ministries in the provincial government of Ontario with programs directly related to recreation. Of these 18, our appendix A looks at the ministries of Culture and Recreation, Natural Resources, Industry and Tourism, Health, Northern Affairs, Education and Colleges and Universities, and Agriculture.

Other ministries which also have programs, activities or interest in the field of sport, fitness and recreation are the ministries of Community and Social Services, Correctional Services, Environment, Energy, Housing, Labour, Transportation and Communications, Government Services, Revenue, Solicitor General and the Office of the Legislative Assembly.

[See Appendix A for description of Ministries and what they offer.]

General Findings

The following represent the most significant findings from our review of provincial government activity.

1. Policies and Programs related to sport, fitness and recreation are developed and administered within the context of each ministry's particular mandate.

Each ministry has its own prescribed objectives and tends to have established relationships with specific external constituencies. Some of these relationships are positive, as in the case of Natural Resources; some are much in need of improvement as with Culture and Recreation.

To the extent that co-ordination takes place, it tends to be at the "activity" level. As individual initiatives are developed, the sponsoring ministry undertakes various forms of consultation with other ministries and external groups which have a direct interest. For example, staff in the Health Promotion and Education Unit of the Ministry of Health consulted with representatives of the Ministries of Culture and Recreation and Education in the development of a position paper on Nutrition and Fitness.

2. The broad field of recreation is not recognized as a discrete policy area.

This relates directly to the first point. There is no over-all recreation policy or plan for the province which establishes the framework for the development of specific recreation programs and activities within individual ministries. There is no statement of philosophy, principles of guidelines, and no sense of priorities to guide ministries in the developing programs, or in relating to groups and municipalities at the local level which have a direct interest in recreation.

3. There is no evidence of strategic co-ordination of policies and programs among provincial ministries.

There is no strategic co-ordination being played by the policy field committees in relation to recreation. An inter-ministerial committee on fitness, a sub-committee of the Cabinet Committee on Social Development, has been virtually inoperative since it was established. The Cabinet Committee on Resources Development has, however, recently established an outdoor recreation committee with a focus on cottaging in rural Ontario.

The fact of the matter is that it is generally left to each individual ministry to determine *what* specific matters require consultation and co-ordination as well as the *extent* to which it is required.

It has been the tradition of this government to develop and use inter-ministerial co-ordinating mechanisms primarily to head off potential inter-ministerial "border wars", to avoid duplication and to resolve specific issues which may involve or affect more than one ministry. They tend to serve the pragmatic purpose of co-ordinating government intervention at the program or activity level, rather than at the strategic policy development level.

Sport, fitness and particularly recreation cut a swath across ministries and policy fields, so the only mechanism which can currently carry out the role of strategic co-ordination is the Policy and Priorities Committee of Cabinet itself. It is really not the role of this committee to co-ordinate *specific* policy areas such as recreation. Rather, it would appear that its role is more properly suited to overseeing the priorities to be ascribed to recreation in relation to other policies and programs which are supposedly directed at our economic and social well-being.

In this finding, we are also saying that there is no "lead ministry" role currently being played by any ministry, including the Ministry of Culture and Recreation, where one might logically expect this responsibility to reside. It should also be pointed out that Culture and Recreation, in its present state, is perceived to lack both the credibility and professionalism to perform an effective role of strategic co-ordination across the provincial government.

4. There is little evidence of any appreciation of the intrinsic value of having a government policy on recreation as such, nor is there any appreciation of the importance of the relationship between recreation policy and economic and industrial development policy on the one hand, and social policy development on the other.

There are significant exceptions to this finding, particularly at the political level. Exceptions also exist at the staff level within a number of key ministries, such as Treasury and Economics, Industry and Tourism, Health, and Culture and Recreation. It withers quickly as you rise through the ranks of ministry management whose preoccupation is almost exclusively with developing, operating and protecting their particular ministerial mandates. The impression (which commands some sympathy) is that they have enough to concern themselves about in these times of budgetary constraint and more open government in staying on top of their immediate responsibilities and keeping their political masters out of hot water, without having to concern themselves with strategic policy development and inter-ministerial co-ordination in an area which, in both program and political terms, is perceived as peripheral at best.

Because government responsibility and activity related to sport and recreation is so fragmented across the system, there is little or no appreciation of just how much the government itself is spending, let alone an appreciation that sport and recreation represents a major, labor-intensive industry with significant economic and social-multiplier benefits.

In 1974, the federal government conducted a survey of average family expenditures in 14 selected cities. In that sample, 6,630 families were surveyed; having an average net income-before-taxes of \$14,510.00 and total current consumption of \$10,467.00. Of the total current consumption of \$10,467.00, the amount spent on travel, tourism and recreation was \$2,191.00, or 21 per cent.*

In 1975, Canadians are estimated to have spent \$2,796 (million) on medical care and health services. In that same year, Canadians spent the following:

- \$3,517 (million) for recreation, sporting and camping equipment;
- \$1,888 (million) for recreational services.

The importance of recreation and culture is also reflected in the expenditure patterns of the federal government. For the fiscal year ended March 31, 1976, gross general expenditures on recreation and culture totalled \$345,676 (thousands), whereas only \$290,431 (thousands) was allocated to expenditures for Environmental activities.**

It is important to note that culture and recreation (including sport) has a significant impact on the manufacturing sector. In 1974, Canadians spent approximately \$3.6 (billion) on recreational equipment. The detail breakdown of these expenditures is indicated in the attached table.

In 1976, sporting goods manufacturers (Standard Industrial Classification Code Number 3931) had sales of \$218,515,000, employed 7,272 workers and paid salaries and wages of \$69,734,000. In 1976, there were 143 establishments in Canada producing sporting goods with almost half of these in Ontario.***

In 1977, the market for sporting goods products in the United States was \$9.2 (billion) at the retail level. It has been estimated that they will grow to some \$20 (billion) by 1985.* The Canadian, and particularly the Ontario market, can expect proportional growth to that in the United States. Also our manufacturers of sporting goods have access to the huge United States market.

Between 1959 and 1975, it is estimated that personal consumer expenditures on recreation, sporting and camping equipment and services increased from \$214 (million) to \$540.5 (million), a gain of 144 per cent. Assuming that the leisure market increased at the same rate, the 1975 estimate will be approximately \$4.2 (billion). Also between 1959 and 1975, the average annual increase in personal expenditures on consumer goods and services was 12.32 per cent. Using this percentage as applicable to the leisure market, it is estimated that its size would increase to \$7.5 (billion) by 1980.

But even these amounts do not include additional expenditures which may justifiably be associated with the leisure market — sports clothing, swimwear, a portion of car rentals and automobile operation, home entertaining, eating out, transportation, etc. For example, here are some additional items which have *not* been included in the 1974 estimate of \$4 (billion):

<i>Average Per Consumer Spending Unit</i>	
	\$
Bicycles	16.30
Rented or leased vehicles	19.80
Beyond the city transportation by air, train or bus	119.50
Purchase of: motorcycle	8.60
snowmobile	5.50
tent trailer	6.20
travel trailer	24.50
boat	25.50
outboard motor	7.00
truck, camper or motor home	6.20

*Statistics Canada, "Travel, Tourism and Outdoor Recreation", January, 1978.
**Statistics Canada, "Federal Government Finance", July, 1977.
***Statistics Canada, "Sporting Goods and Toy Industries 1976", Ottawa, July 1978.

*W.T. York, "Leisure Products and Travel: Outlook and Opportunity". Travel Outlook Forum, Washington, D.C., 1977.

These items alone represent an average expenditure of \$239.30 or a projected 1974 total of some \$1,651,000 and an estimated \$2,400,000 by 1976.

The Ontario data for recreational travel show the scale of both activity and spending on both domestic and foreign journeys is high:

	1978	1979 (estimated)
Domestic		
Person trips (pleasure trips 25 miles or more from home for a purpose other than business)	93,430,000 (88% Ontario 12% other provinces)	100,530,000
Dollars spent	\$4,530,000,000 (86% Ontario 14% Canadian provinces)	\$5,350,000,000
Foreign		
Person trips	22,201,000 (95% U.S.)	21,880,000 (94% U.S.)
Dollars spent	\$1,196,000,000 (70% U.S.)	\$1,392,000,000 (66% U.S.)

While there is currently not a lot of hard evidence around to be able to estimate specifically cost savings to our provincial health bill each year, Ministry of Health officials do argue that there is a direct correlation between good life-style habits which encompass fitness and recreational activity and the state of our mental and physical health. The trend towards de-institutionalization of medical care and the integration of health and life-style planning at the community level begs an over-all provincial commitment to broader-based community planning — broader in terms of the individuals and groups involved.

5. While all the current programs of the government related to recreation have an impact on, or influence, individuals, municipalities and natural communities which have primary responsibility for their leisure activity, there is no vehicle which facilitates integrated planning at the local level and no single point of access through which community plans or concerns can be considered, approved or resolved in a co-ordinated fashion.

What this means is that submissions, concerns, particular interests, etc., are just between the specific external groups and the ministry with the direct responsibility for the programs, services or funds considered relevant to their requirements.

The lack of a provincial plan and, probably more significantly, the absence of a process and structure for planning, has a detrimental effect on local planning. The current system encourages an ad hoc approach to recreation development. This ad hoc response is based on specific ministry programs and funding arrangements rather than a rational assessment of community needs.

Without making a value judgment as to the merits, Wintario has resulted in millions of dollars being spent on the construction of hockey arenas across Ontario communities because funds were made available for that purpose. Had proper community recreation assessments been carried out under more flexible funding arrangements, would we have seen the same investment in arenas, or would we have seen the construction of more multi-functional facilities to serve a broader segment of community interests?

Another example is the more favorable funding formula available from the Ministry of Natural Resources for the development of Conservation Authorities and related recreational amenities. Fifty per cent and more

Implications for Future Action

of the cost is paid for by the Ministry of Natural Resources under the authority of the Conservation Authorities Act. This stands in contrast, for example, to the assistance available from the Ministry of Culture and Recreation under the authority of the Community/Recreation Centres Act, whereby the ministry will cover 25 per cent of the cost up to \$75,000 for indoor or outdoor facilities within a municipality (such as skating rinks, swimming pools, playing fields and gymnasiums). What would the pattern of Ontario's recreation areas have looked like if the funding formulas were similar or indeed reversed?

6. **The current system is not conducive to a comprehensive evaluation of the adequacy of existing recreational activities, both in terms of their availability to the citizens of Ontario and their access by special-interest groups such as elderly and handicapped people.**

During the course of our enquiry it was brought to our attention that some communities in Ontario are well serviced, some indeed are almost over-served, and some are without adequate facilities and recreational opportunities.

There are also certain groups within Ontario society for which access to recreational and sport opportunity is less than equitable, in relation to the total population. These include handicapped people, many of the elderly, native Indians, and family members where the income is very low.

With the current fragmentation, there is no means of obtaining an overview of the services and facilities that are currently being provided to whom and by whom, nor any assessment of the gaps, imbalances and inequities. It is not unreasonable to suggest the first step towards implementing any recreation policy must be a good inventory and description of current activity.

Rather than dwell on the inadequacies of the existing system, we should concentrate on what are really opportunities for change — opportunities which are both timely and feasible — and give due recognition to an area of government and public interest which has outgrown the structures of the existing system.

What is now required is to define the strategy for implementation. Such a strategy must contain a number of key elements:

1. **Confirmation from the top that the government is committed to the development and implementation of an over-arching policy on recreation.**

It must be, and be perceived to be, a priority for this government and appreciated as such, particularly through the senior echelons of the bureaucracy.

2. **A process and structure to enable strategic policy planning and implementation should be established.**

While there is a dearth of successful models for emulation, it would appear necessary to strike a senior-level inter-ministerial committee on recreation with representation from the ministries of primary interest. These ministries are: Culture and Recreation, Natural Resources, Industry and Tourism, Agriculture, and Northern Affairs. Other ministries with a lesser interest could be represented by the two policy fields for resources and social development.

The role of this inter-ministerial committee would be to spell out a provincial policy on recreation and develop guidelines regarding inter-ministerial co-operation.

Once a policy and the specific roles of individual ministries have been defined in relation to that policy, the inter-ministerial committee could monitor over-all provincial performance against established priorities. For example, against a policy of equal access to recreational activity by handicapped people, this committee would monitor provincial performance representing the combined interests and activities of such ministries as Culture and Recreation, Natural Resources, Health, and Transportation and Communications, among others.

3. **The “Lead Role” should be clearly assigned to the Ministry of Culture and Recreation along with the professional capacity to play that role.**

Steps should be taken to upgrade the credibility of the ministry by increasing the status and profile of the sport and recreation functions and by ensuring an adequate level of professionalism in their administration.

In ensuring an adequate level of professionalism we suggest that a broader base of expertise directly related to sport and recreation programs is needed at all levels, but particularly at more senior levels if the ministry is to have a more credible and effective relationship with the municipalities and sport and recreation groups which are the backbone of the recreation delivery system. It is also a prerequisite for the ministry to play an effective strategic role in inter-ministerial planning and co-ordination.

4. The inter-ministerial committee on fitness should be resurrected and revitalized.

The role of this committee should not be directed at the development of a mammoth provincial fitness program, but rather at a "life-style" promotional activity which ties together fitness, nutrition and other good life-style habits and promotes their adoption across educational, occupational and recreational experience.

The obvious ministries to work together in developing such a strategy and to monitor its performance are Culture and Recreation, Health, Education, and Labour. There are other ministries with a tangential interest but just as in the case of the inter-ministerial committee on recreation, these interests could be represented through the two relevant policy fields.

5. Consideration should be given to establishing a small secretariat attached to the Ministry of Culture and Recreation.

This would be for the purpose of supporting the policy planning and evaluation role of the ministry. It can also act in a support role to the inter-ministerial committee on recreation.

This secretariat could develop or co-ordinate the development of policy documents, guidelines and periodic evaluation studies related to the government's over-all commitment to sport, fitness and recreation.

6. The process and structure for planning and co-ordination at the provincial level should reinforce and support integrated planning at the local level.

One of the key objectives of an over-all policy-planning framework must be to facilitate the assumption by individuals, groups and communities of *their* responsibility and right to determine and meet their own recreational requirements.

Thus within the context of certain broad provincial economic and social goals such as encouraging economic development in underdeveloped areas or ensuring equal opportunity and access to recreational activity across communities and groups of citizens, there should be an opportunity for locally-developed plans, based on broad community input, to feed into the provincial decision-making process in some sort of systematic and co-ordinated way.

The objective would be to permit a rational response which is both consistent with the province's strategic objectives and with the local communities' shorter-termed, more operational requirements.

The strategy is to move from the essentially top-down system which we have at present which is forcing communities and groups to relate to individual ministries on a one-on-one basis for resources and support, based on what is available rather than what the communities really want, or indeed, require.

Ministry of Culture and Recreation

Objectives

An act of the Legislature which governs the establishment of a ministry is seldom very specific about goals and objectives. Rather, these tend to be very broad. This gives lots of flexibility in the interpretation of the policies and programs which will manifest the mandate. The Ministry of Culture and Recreation is no exception. Section 6 of the Ministry of Culture and Recreation Act, 1974 is the operative section and reads as follows:

Section 6 (1)

"It is the function of the Ministry to advance and encourage responsible citizenship through the process of cultural and recreational development, including,

- a) preserving and maintaining the cultural heritage of residents of Ontario with full recognition of their diverse traditions and backgrounds;
- b) promoting access to the benefits of citizenship and of active involvement in the cultural and recreational life of the province; and
- c) stimulating the development of new forms of cultural expression and promoting the concept of individual and community excellence."

Sections 8 (d) and (e) are also of relevance. They read as follows:

Section 8 (d)

"The Lieutenant-Governor in Counsel or the Minister may, out of monies appropriated therefor by the Legislature, direct payment from time to time of grants and contributions for consultation, research and evaluation services with respect to programs involving culture and recreation including community development services and for the provision, and encouragement and development of community development programs and programs involving culture and recreation."

1975, c. 18, sl, Part.

Section 8 (e)

"The Minister may enter into agreements with organizations, municipalities or other persons or corporations respecting the provision of programs involving culture and recreation including community development programs and facilities and personnel relating thereto, upon such terms and conditions as may be agreed, and he may direct, out of monies appropriated by the Legislature, the payment of such expenditures as are necessary for such purposes."

1975, c. 18, sl, Part

It is interesting to note that as Section 6 is worded, the main function of the ministry is to "advance and encourage responsible citizenship". The ministry's objectives are not described in terms of how "responsible citizenship" and "cultural and recreational development" contribute to the economic and social well-being of the province and its citizens. Rather, responsible citizenship is defined in terms of particular means of programs such as cultural and recreational development. This is defined more precisely in terms of preserving Ontario's cultural heritage, promoting access to the benefits of citizenship and involvement in cultural and recreational life, stimulating "new forms of cultural expression" and promoting the concept of individual and community excellence.

These specific goals of the ministry are not defined by statute but rather in internal documents which have been developed through the internal ministry planning and budgeting process.

An internal statement of the goals of the Ministry of Culture and Recreation as perceived by the Sports and Fitness Branch are as follows:

1. To enhance the quality of life of individual citizens, communities and the province by encouraging the development of cultural and recreational opportunities;
2. To support access by all residents, to the greatest extent possible, to the variety of forms of cultural and recreational expression available;
3. To assist in the co-ordination of, and provide advice and leadership to, other government ministries in the provision of services of cultural and recreational development in the province;
4. To encourage and assist individuals and communities in achieving levels of cultural and recreational development appropriate to their interests and abilities;
5. To provide leadership in the formulation of public policy and programs in support of the above, by
 - a) development and maintenance of current data on the status of cultural and recreational activity;
 - b) development of procedures for assessing trends, predicting future developments;
 - c) evaluating the effectiveness and relevance of government's role in culture and recreational development;
 - d) identifying and promoting values and worth of cultural and recreational activity to individuals, communities and the province.

This statement shows that beyond a facilitating role, the ministry has considered that it has a leadership and co-ordinating role in forming policies and programs which relate to culture and recreation — right across the provincial government. This includes evaluating the effectiveness and relevance of the government's role in cultural and recreational development.

What isn't apparent in either the act or in this statement is a full or well-explained definition of citizenship. This is an omission that nags at us because we know there is a large body of opinion (or an opinion held by millions in Ontario) that "bread and butter" matters such as jobs and wages and certain economic rights or needs are at the core of a citizen's rights and the major responsibilities which they would assign to the provincial and federal governments. And almost as large a body of opinion gives cultural and recreational matters a much lower rating in importance. We think this latter attitude is unfortunate and in need of broadening, not just through the arguments on older themes such as "man does not live by bread alone" or the renaissance ideal of "the whole man" who lives and performs as fruitfully and creatively away from work (while in the family in the community or with his friends) as he does at work.

With shorter working hours, the diversification of labor, with automation and electronic techniques, more of us have more time away from work, and more and more boring or routine work. And as we've turned to cultural and recreational pursuits both as some compensation and to express our real selves and talents and to gain an identity, cultural and recreational activity themselves have become commercialized and industrialized. If economic issues are of paramount seriousness, more and more we must recognize that culture and recreation are becoming stronger and stronger elements in the economy. They mean jobs and dependable popular services under both public and private auspices.

Programs

When the ministry was formed back in 1974, it brought together many programs, policies and resources from units formerly in several other ministries. The cabinet recognized at the time that there was a need for a special co-ordinating ministry to service the over-all cultural and recreational requirements of the citizens of Ontario.

Today, the mandate of this ministry is implemented through the following five programs:

1. Heritage Conservation
2. Arts and Cultural Industries
3. Sports and Fitness
4. Citizenship, Newcomer and Native Community Services
5. Information access including libraries and community information, as well as a citizens' information service covering all programs of the Ontario government.

The acts administered by the ministry which have a bearing on its programs related to leisure are as follows:
Ministry of Culture and Recreation Act
Archives Act
Art Gallery of Ontario Act
Arts Council Act
Centennial Centre for Science and Technology Act
Community Recreation Centres Act
Historical Parks Act
McMichael Canadian Collection Act

Ontario Educational Communications Authority Act
Ontario Heritage Act
Ontario Lottery Corporation Act
Public Libraries Act
Royal Botanical Gardens Act
Royal Ontario Museum Act
John Graves Simcoe Memorial Foundation Act

In addition to the specific internal programs of the ministry, it also supports a number of provincial agencies which have influence on cultural and recreational life in Ontario. These are:

1. The Ontario Lottery Corporation
2. The Ontario Arts Council
3. Ontario Science Centre
4. The Ontario Educational Communications Authority
5. The Ontario Heritage Foundation
6. The Ontario Conservation Review Board
7. The Ontario Provincial Library Council
8. The Ontario Hockey Council
9. The Art Gallery of Ontario
10. The John Graves Simcoe Memorial Foundation
11. The McMichael Canadian Collection
12. The Council for Franco-Ontarian Affairs
13. Radio Station CJRT-FM Inc.
14. The Royal Botanical Gardens
15. The Royal Ontario Museum
16. The Huronia Historical Development Council
17. The Ontario Advisory Council on Multiculturalism and Citizenship

Note that 10 of these 17 organizations are in the cultural area and are provincial centres or provincial agencies without obvious networks or lines to some organizations and activities going on in most of the municipalities of the province. It is too sweeping to say they are outright elitist in nature or serve only the highly-professional or the well-developed aspects and persons of their subject fields. But whatever the particularity and reach of their own programs, these organizations in their main endeavors are not facilitators or co-ordinators of a host of activity out in local communities. We specify these ten as: the Ontario Arts Council, the Ontario Science Centre, the Ontario Educational Communications Authority, the Ontario Heritage Foundation, the Art Gallery of Ontario, the John Graves Simcoe Memorial Foundation, the McMichael Canadian Collection, the Royal Botanical Gardens, the Royal Ontario Museum, and the Huronia Historical Development Council.

The radio station is fundamentally a local operation in Metro Toronto. The Ontario Hockey Council is at this stage an experimental effort to bring some rationality to the

standards of coaching and behavior in minor hockey. The lottery corporation is an operating and administrative organization with a narrow and specific mandate. The three councils or boards for libraries, for multiculturalism, and for conservation review are largely advisory groups for particular aspects of the ministry's responsibilities.

Program Development and Delivery

The ministry is characterized by five specific, centralized program areas (referred to above) which are responsible for policy and program development in their respective areas.

Policy Planning

At the beginning the ministry had a Policy Planning Branch. This was the equivalent of a ministry policy and co-ordinating secretariat. It was disbanded in 1979. The functions of this branch have been delegated to the ministry's operating programs which are now responsible for their own policy planning and co-ordination. A senior policy co-ordinator, reporting to the deputy minister, co-ordinates the preparation and presentation of ministry policy submissions. He sits on the Senior Management Committee and plays a liaison role with Management Board and the Cabinet.

Capital Support

The Capital Support Unit within the Finance and Administration Division provides the administration and direction for the ministry's capital assistance programs. According to the 1979/80 estimates report, this unit will be paying out approximately \$50 (million) in transfer payments during the current fiscal year.

These transfer payments take the form of capital grants for community facilities (\$16 million); grants for cultural support mainly comprising capital grants to the Royal Ontario Museum and the Royal Botanical Gardens (\$5 million); debentures in the form of instalments of principal and interest on loans provided through the Ontario Universities Capital Aid Corporation to the Royal Ontario Museum (\$1.5 million) and Wintario capital grants expected to total \$28 (million) during this fiscal year.

The Capital Support Unit has an operating budget of approximately \$650 (thousand) and a staff of 22.

One of the concerns which was raised in several quarters of the ministry was the problem faced by the field staff in dealing with grant application procedures. They were seen to be unilaterally and somewhat arbitrarily developed within the Central Finance and Administration Division without adequate consultation with the field staff, nor was there adequate appreciation of the difficulties which the field staff were experiencing in having to comply with the procedures and paper work related to the ministry's capital support program.

Field Services

Responsibility for the delivery of program services to the communities and constituencies served by the ministry rests with the *Field Services Division*. This division is organized on the basis of Ontario's six economic regions. It is now headed by the Assistant Deputy Minister responsible for Sport and Recreation. The regional and district offices are staffed with generalists. Their activities cut across the programs of the ministry. In the main the determination of priorities in the allocation of staff time are determined at the field level. Matters of content handled by the decentralized field staff were the responsibility of the central program branches until very recent appointments to ensure liaison between "program" and "field".

If the prime role of the ministry is to aid cultural and recreational expression or activity in the neighborhood and community, and if at the municipal level of organized response to (or involvement in) culture and recreation makes no great working distinction between culture and recreation, (indeed, sees them practically as hinging and overlapping) then the ministry of Culture and Recreation must give priority to the arm and its persons in the ministry who work with and advise the local activists in culture and recreation, i.e. the field services.

Yet it is also apparent that the ministry has some highly specialized functions or, in some cases, very elitist or high-quality activities in culture and recreation which do not have a direct relationship as superior or mentor to the community-municipal activity touched on above.

For example, information access and translation are already centrally developed and run services to serve the whole government. For example, the ROM, the AGO, the Ontario Science Centre, and to a nearly similar degree, the provincial sports governing bodies (organized, housed and served by provincial support at OSAC) are all obviously centralized resources of professional quality.

Therefore, the Ministry of Culture and Recreation seems to have several aspects in its responsibilities which must be matched in structure and positions. There is the "out" ministry of field services; there's the "in" ministry of central services and functions, including commercial development and nurture; there's the arm's length specialties of luminous institutions; there's the diverse constituency of elite sport.

If one accepts the fundamental premise that recreation and culture are rooted in the dreams, interests and heritage of individuals and natural communities rather than the values, policies and programs of government planners and program managers, the most important single function of the Ministry of Culture and Recreation is the *Field Services* operation.

Acknowledging the breadth of cultural and recreational interest, Field Services must be broad enough in scope to cover the range of vital community interests. It should also be experienced and knowledgeable about specific technical areas — to effectively bring forward support and guide local groups and communities as they develop responsibility for their own recreational activity. It must be truly decentralized, that is, it must be physically accessible across the province; its allegiance should be less to product and program and more to client and the community; it must have the skills and competence or have ready access to them to be helpful, and it must have the responsibility and authority to make decisions, set priorities, and direct resources aimed at achieving the highest possible level and quality of service.

This means that the emphasis of and within the ministry must be reversed. Along with a higher profile for sport and recreation, and more active external input into the definition of the ministry's role and programs, the really vital need is to upgrade the field function so that it can provide relevant service support, assist local communities in their recreation planning and be an effective voice within government to ensure the continuing relevance and positive influence on ministry and government policy.

In our view, the field service function should continue to cover all programs of the ministry. It should also play a quasi-ombudsman role for all other recreation-related programs regardless of the responsible ministry. It should be a true community resource and it should be the voice for the community within the internal system of government.

In order to play this role, the Field Services Division should be independent from any specific program area. It encompasses them all but its credibility and effectiveness as a community resource is dependent upon a service orientation which identifies with the needs and expectations of clients rather than a program delivery orientation which has its roots and sense of allegiance to a centrally-managed program or policy.

To be consistent with our argument that recreation is fundamentally an individual and local issue — the Field Services Division should be headed at a level at least equal to that of the major program areas — e.g., at the ADM level. The voice for the ministry's clientele should be represented at the senior management level and be a key in the senior internal decision-making process. The issue is not one of organizational symmetry. It is a matter of principle and credibility. Organization and staffing must reflect and reinforce a fundamental realignment of the ministry's mission and role.

The other important modification to Field Services which is being proposed is a major beefing up of technical support expertise based upon a thorough assessment of regional and local requirements. Ministry field offices should be staffed with (or have more direct access to) staff who are technically competent in the various programs of the ministry. They should be knowledgeable about other

related government programs. They must have a strong service orientation and effective process skills to assist communities and groups in *their* recreational planning.

The existing field structure, in terms of both its regional configuration and staffing, should be evaluated relative to this re-definition of the ministry's mission and the support requirements of the communities served by the ministry.

FIELD SERVICE STAFF

The total staff in field services of MCR was 109 in June this year. This is just under 10 per cent of the total ministry staff. Aside from three persons at HO, the other field service personnel are split into six regions, each of which has from two to four district offices.

In mid-summer 1979 the ministry received a consultant's report on field services and on attitudes within the ministry towards the organization of the ministry, particularly as such related to "program" persons and their expertise being at head office, with the field office set-up being considered "generalist" in nature and quality. The report confirmed this as a good workable arrangement although it did indicate there was some restiveness "in the ranks" which could well be taken care of by swifter, sharper management and administrative responses at head office.

Almost from the start we doubted the wisdom of this report's analysis. While we found few clients or users of field services who said, in effect, they are poor or "bloody awful", we heard a refrain of criticism over the slowness of response, the weeks and weeks hung up "waiting for Toronto". The notion is deeply etched that field staff has had very little authority, not enough time or expertise at hand, and remarkably little influence at the highest levels of the ministry.

We recognize that most of this criticism came from the recreation community which has been angry, even outraged, about the direction and leadership in the ministry almost since its creation. But the recreation community is both a substantial one in terms of numbers, and simply vital (indeed we think it the most important of all the large, provincial groupings) to the success of the ministry. When we heard again and again the demand for a larger, abler field service staff with more authority and more influence at the ministry's head office, we felt it must be given prominence in our report and the minister asked to consider very seriously the steps required in terms of positions, qualifications, and discretionary funding in order to make field services the front, the pride, the jewel, of the ministry. We do not want to be specific in terms of numbers of persons or sums but something in the order of 120 staff (up 10 from establishment) and \$3.2 million (1980-81 — up \$700,000) seems sensible.

We recommend elsewhere the need for the ministry to take the lead, particularly in sport, in much more intense work

at training volunteer leaders. Quantitatively we believe that within two years the numbers taking such courses should be quadrupled. Such an impetus will put heavy demands on the district and local offices of field services. Other pressures will come if the minister follows our recommendation to encourage the formation of more local and district or regional sport councils, and our other recommendation that each region and each district sponsor an annual “gripe and beef” session for the people and groups it deals with each year.

Sport and Recreation

The Sports and Fitness Branch reported to the deputy minister through the assistant deputy minister. Sports and Fitness Branch, in turn, was comprised of two sections. The Sports Services Section contains two units, the Sport Development unit and the Sports Program unit. The Recreational and Fitness Services Section contains two units, the Recreation Services unit and the Fitness Services unit. This branch, renamed the Sports and Recreation Branch, came under the new (i.e. the second) assistant deputy minister in July 1980.

Sports Services Section

The main function of this section is to facilitate provincial sport development through the support of provincial sport organizations and services.

The program activities include:
Grants to provincial sport organizations
Grant to the Ontario Sport Administrative Centre
The Ontario Summer Games
The Ontario Winter Games
Regional games (including games for disabled people)
Elite Athlete Assistance Program
National Coaching Development Program
Ontario Sports Travelcade
Ontario Sports Awards Program
Canada Games
Ontario Hockey Council
Regional Sport Development

The ministry works closely with the sport governing bodies (SGBs) in all of the above activities except the Sports Travelcade.

The target public or clients of this section are athletes, teams, leagues, coaches, administrators and public officials involved in or likely to be involved in sport.

Directly, however, the primary clients seem to be the provincial sport governing bodies through which services are provided and leadership training organized for participants in sport in the province. While there is clearly close collaboration in policy issues and operational matters among the various sections of the Sport and Fitness Branch, it is evident from our interviews that there is little recognized coherence within the section about the objectives of the ministry in sport, recreation and fitness.

The recent history of great difficulties encountered by Sport Ontario (dealt with at length elsewhere) demonstrate the diversity and natural fragmentation of the provincial sport community. Sport Ontario was (perhaps still is) a would-be single-body conception, bringing all provincial SGBs together as a forum, a voice, a leader of sport in the province. Its chequered career shows how unready the sport community seems to be for a single, unified leadership and management in an institution at arm's length from the government and carrying out broad governmental objectives in sport.

There are almost no formal linkages between ministries which deal with policy or operational issues in sport. Attempts have gotten under way recently to have discussions with the Ministry of Education through a series of questions and problems common to the two ministries. This has been at the deputy minister level.

The Sports Services Section has no formal links with sport at the community level. It is felt within the branch that, at the community level, sport turns into recreation and reflects a different definition of sport than that which is the concern of the Sport Services Section.

Insofar as federal/provincial relations go, policy matters related to sport are discussed at two levels on an inter-provincial basis. 1. the Deputy Ministers' Steering Committee, and 2. the Inter-provincial Sport and Recreation Council.

While information-sharing was probably the most useful continuing function of the Inter-provincial Sport and Recreation Council, it has a record of agreement on, and action taken on, many programs. Policy issues are discussed at the Deputy Ministers' Steering Committee.

While there appears to be frequent communication between federal and provincial officials, these discussions take place at a relatively low staff level without any authority to make major policy decisions on matters related to federal/provincial jurisdiction or operational integration of programs.

Linkages with “private” organizations are undertaken on an ongoing basis with provincial sport organizations on a single sport basis.

In summary, some of the needs of sport that are being met by this section are as follows:

1. Almost all provincial sports organizations are unable to generate sufficient funding from membership or the private sector, and thus seek and get limited financial support from the ministry.
2. Some needs have a multi-sport basis (e.g. provincial games or the administrative support services provided through OSAC) and no financially viable multi-sport agency exists to provide such services. Therefore, government makes financial and program support

- available for these purposes. Other examples include the National Coaching Development Program, Ontario Sports Travelcade and the Provincial Awards Program.
3. Sometimes the response is in relation to specific issues which have emerged such as the establishment of the Ontario Hockey Council, a government agency under order-in-council in response to public demands that violence in hockey be limited.

As far as program evaluation is concerned, it appears to be relatively underdeveloped within the provincial sports policy area. However, sports governing bodies are evaluated on an ongoing basis by ministry sports consultants. These assessments are largely oriented to the organizational effectiveness of individual sport governing bodies. There is really little evaluation across the system of SGBs. This reflects the dearth of policy and priorities about the funding and support of SGBs and their contribution to related objectives within a provincial context. For example, it is patently foolish to treat equally all the 40-plus SGBs, housed and serviced at the Ontario Sports Administration Centre (OSAC) particularly insofar as special support for coaches, coaching competition opportunities and aid for top-flight athletes is concerned. The range in both potential and current competence in the organizations is staggering. Yet any process for identifying those sports which merit such special support, or any code of standards to which an SGB should direct itself to gain such support, is in its early primitive stages.

Statistical profiles of the activities of SGBs are now being kept although records are only available (and sometimes in an incomplete fashion) for the past two years. The data-gathering and appraisal process itself isn't made easier by the fact that often policies which affect a provincial SGB are developed at the national level by the respective national SGB or through programs of the federal sports authority which funnel to the provincial SGB.

Perhaps the chief point to be made here about prioritizing the sports of Ontario is that most of these early efforts zero in on how the sport itself operates. Almost nothing has been done in making comparisons and contrasts between the sports on the basis of such factors as cost or "carry-on" or a clear gradation to world-class competition.

The chances for participation in sport on a regional basis within Ontario have just been studied within the section and this information is forming the basis of a regional sport development policy. An attempt has been made to assess the capacity of the provincial sports infrastructure on a region-by-region basis. These are vital appraisals. While we found marked variations in sport opportunities from region to region in the province, we didn't find any region without ambitions and a "want list".

Over-all evaluation is tuned more to the development of sports opportunities and development of the sports infrastructure (i.e. coaches, officials, administrators, organizations, clubs, regional and provincial organizations) than it is to excellence in achievement or in competition.

It is acknowledged, however, that often the decision as to who gets what is based on historical, traditional and political reasons. For example, ice hockey gets attention and support out of proportion to the competence demonstrated in organization and technical development because of its pervasiveness and the astounding number of boys involved in the sport between the ages of 8 and 14.

The Sports Services Section is in the process of developing a data base to improve its evaluation capability vis-a-vis the sport governing bodies and other activities and services it supports.

Estimates of client approval or disapproval of the provincial sport administration and programs are gauged through the communications between the sports consultants and the provincial sport organizations, as well as on a selective consultation basis between senior staff and major clients. In addition, the supervisor of the Sports Services Section sits on the board of the Ontario Sports Administration Centre (OSAC) for monitoring and evaluation purposes. Some formal links exist between the Sport Services Section of the ministry and the Association of Ontario Sports Administrators (AOSA).

The Sports Services Section comprises 17 professional staff and operates with a budget of approximately \$7,550,000 of which \$6,470,000 is paid out in terms of transfer payments to outside organizations and activities, such as grants to sport governing bodies (\$3,590,000), grants to OSAC (\$1,618,000) and the Ontario games (\$161,000).

The Recreation and Fitness Services Section

The objectives of Ontario's fitness program are generally described in terms of getting people more active and therefore physically fit in reducing the incidence of obesity in Ontario and strengthening existing provincial and municipal agencies in their development of fitness programs.

The brochure *Fitness in Ontario*, a program from the Ministry of Culture and Recreation, describes its fitness program as follows.

At the provincial level, the ministry is concerned in a larger sense with the areas of education and motivation. The over-all program is designed basically to support and reinforce more specific programs undertaken at the local level.

The ministry helps individuals, groups, agencies, organizations or entire communities mount physical fitness programs.

Some of the components of Ontario's fitness programs have been:

COMMUNITY FITNESS

Ministry field staff provide advice and consultation firstly, in a co-ordinating role between provincial and community efforts, and secondly, in a resource role within the community between various organizations, departments, school boards, businesses, service clubs and media.

Working at the local level is given a high priority, particularly making sure that the full range of resources (i.e. Wintario grants, fitness assessments, promotional materials, or personal awards) are marshalled to support local needs.

FITTEST (assessment and consultation program)

Seven mobile units tour the province providing physical assessment facilities to communities. Consultation and advice is available for the prescribing of fitness programs, providing information about nutrition and exercise. (This program went into the hands of YMCAs in April, 1978.)

EMPLOYEE FITNESS PROGRAMS

This program provides financial support through Wintario grants which can make available seed money for capital expenditures for experimental programs, and secondly, it provides support in the design and organization of programs tailored to the needs and interests of employees in business and industry.

FITNESS LEADERSHIP

Courses, clinics and workshops are held across the province in order to upgrade the skills of those presently teaching adult fitness classes. Its objective is to improve the quality and quantity of Ontario's physical fitness leaders.

FIT FIVE (adult awards program)

This program is aimed at individuals and families in order to encourage participation in physical activity. There are different levels of achievement for individuals and for families.

FITTOGETHER (family awards program)

This program is specifically designed to encourage participation by a family unit.

WINTARIO FITNESS GRANTS

Wintario funding for fitness extends to such items as the purchase of gymnasium equipment, employee fitness programs, community motivation projects, fitness resource material such as films and displays, fitness seminars, training courses and other educational efforts.

The ministry's fitness program is designed to appeal to a broad base of the population. However, it is targeted specifically at the adult population. The assumption at the time the program was being developed was that children were adequately serviced through schools and clubs at the local level.

The agencies which the ministry works with in this area are the Ys, the municipal recreation departments, schools, service clubs, and provincial agencies such as the Ontario Heart Foundation.

The long-range strategy for the program was based on five steps:

1. Identifying the need for participation;
2. Motivating people to act;
3. Providing information on how to become active;
4. Providing information on where people can be active in different ways;
5. Program of reinforcement by self-evaluation and testing.

Again, from internal discussions there was no indication of integrated planning among the various sections of the Sports and Fitness Branch. There is no organizational link with sport.

At the inter-ministerial level, an inter-ministerial committee on fitness was established for the purpose of giving advice to the Ministry of Culture and Recreation and to develop co-operative strategies with other ministries, e.g. working with the Ministry of Labour to push the benefits of employee fitness programs. The ministry is represented on the Inter-Ministerial Fitness Committee on Education and Colleges and Universities, Health, Natural Resources, Correctional Services, Community and Social Services and Labour.

There have been two internal evaluations of the fitness program, the first of which abbreviated the first many-faceted program announced by Mr. Welch in 1977. The second was launched by the new deputy minister, Dr. Wright, in early 1979. We were given considerable criticism that the ministry was competing with existing locally-based institutions such as the YMCAs.

Future needs related to fitness are less likely to be in trying to motivate the general population, and more in terms of informing the population as to the opportunities that are available for physical activity. The challenge of the future is also described more in terms of *keeping* people active rather than in terms of motivating them to become so in the first place. Fitness programs will also have to respond to our shifting demographics and gradually-aging population.

Ontario's fitness program has a total budget of approximately \$1.2 million and has 12 staff members. Direct operating expenditures total \$758,100 and transfer payments represent \$213,500. (For further analysis and recommendations we direct you to the section on *Fitness*.)

Recreation Services Unit

This unit provides consultative services in therapeutic recreation for handicapped people; creative play; camping; outdoor recreation; recreation and leisure research and community recreation; senior citizens' recreation and pre-retirement programs.

This unit does not see itself playing a leadership role in the area of recreation. Rather, it sees itself in a support role to communities, particularly municipalities, in their task of developing and co-ordinating community resources for recreation.

Spokespeople in the ministry for recreation argue strongly for a service-oriented role which is firmly based in the community. They see this role being carried out through: incentive grants to assist recreation authorities, through their community groups to develop new programs and new leadership; grants for facility construction and operation where the community can demonstrate its needs; leadership training programs for full-time, part-time, and volunteer leaders to ensure that the best possible leadership is available for the communities' programs; consulting advice on the development and evaluation of activities and programs.

The imperative that an over-all provincial recreation policy is now being met by a broad drafting of a paper within the section, and improved co-ordination among provincial ministries which operate recreation-related programs which have impact at the community level should have priority; so should a deliberate liaison for general advice and criticism with the new (March, 1980) Parks and Recreation Federation of Ontario.

The Recreation Services Unit has a staff of 16 and a total budget of approximately \$1.2 million. Direct operating expenditures are \$300,000 and transfer payments represent \$517,600.

(See our section on *Recreation* for further analysis and recommendations).

The Delivery System

One thing the various program areas or "cultures" within the ministry have in common is the feeling that their respective areas aren't being given sufficient priority by the field staff which are under the management of a distinct and separate field organization.

It would appear that almost from the establishment of a separate field services operation, there has been tension between the program development and program delivery sides of the ministry.

It was clear from the external interviews carried on with institutions outside the ministry and, in particular, with representatives from the municipal level, that the present capacity of field services is inadequate to meet the planning and technical support needs of ministry clientele, particularly in the sports and recreation area.

The main concern about the delivery system is its lack of opportunity to be fully professional, not a lack of resources. The staff operating out of the ministry's regional and district offices are viewed as generalists who have inadequate responsibility and authority and little

quick access to knowledge which would let them speak well on behalf of the ministry's programs. They are too often mere funnels between external organizations and the people at head office who make the decisions.

A strongly-stated complaint was that the ministry lacked people with adequate technical competence at the regional and district offices to be of assistance to community-based groups in helping them solve *their own* problems. Any problem of a program nature is perceived as requiring head office consideration before a decision can be made. The field staff themselves are unhappy about delays in getting decisions. They feel that the actual decision makers are too far removed from the situs of the problem or request. There is also an apparent tendency to make judgments on the basis of some over-all provincial consistency rather than on the local relevance.

With the expansion of Wintario, the image of the ministry field staff has gradually evolved as one of processor of paper related to Wintario submissions.

There is also evidence that the field staff and regional managers are well aware of the problems which exist between the ministry and its external clients but have felt helpless to act on those concerns. We were favorably impressed with the dedication of field staff people and became sympathetic to their frustrations.

Although both concerns and requirements at the local level cut across the ministry and other government programs, there simply isn't any over-all framework which guides the allocation of skills and time of provincial public servants of all ministries which touch on our subjects in the regional and district operations.

One of the problems at the community level is the absence of a profile of MCR's field operation. As mentioned earlier, if this has been etched at all, it is through an identification with Wintario. The ministry is not perceived often enough as having persons at local levels who are specifically identified with, or considered competent in, the field of sports and recreation.

It was clear from many of our interviews that community-based groups which have concerns about specific government programs and policies have to raise their ideas or concerns on a unilateral basis with the separate ministries of this government. The field organization of MCR is not equipped to interpret government programs as a whole and thereby assist communities in better-integrated recreational planning. Nor are they geared to be the major point of entry for local plans, ideas, issues or concerns which cut across programs, policies and ministries.

At its simplest, there seems to be a “delivery” conflict between the program branches and the field over perceptions of the ministry’s clients. The field tends to see it in terms of meeting the clients’ needs (if they could!) whereas the program people at Toronto see it more in terms of this is what’s suitable or possible or legal for you.

Coherence of Objectives and Programs

At the ministry level:

We’ve argued that the objectives of the ministry do not adequately identify its important role in relation to the individual and community development. They do not link the two, or position a role in relation to the economic and social goals of the province.

Discussions with ministry staff indicated that each program has its own particular clientele and own philosophy or approach in terms of its service role. Some activities tend to be populist in their bent; some are elitist. Some reflect a quite active lead on the part of the ministry; others are more passive in supporting groups or communities which must take the initiative in seeking support from the ministry.

Thus, below the broadly-defined mandate, there is little evidence of coherence across programs, either at the program-development or program-delivery levels. This is explained as a direct reflection on the nature of the particular subject area and the expectations and needs of the specific publics served by these programs. For example, the requirements of Indo-Chinese refugees settling in Ontario have little in common with those interested in heritage conservation or representatives of the sport governing bodies seeking financial and program support.

When one scratches the surface, the ministry itself is an interesting amalgam of “cultures”.

There are the *sport developers and recreationalists* — those concerned with physical recreation in its broadest sense, going all the way from mass participation in recreational activity at the community level to elite athlete performance at the provincial and national levels.

One finds a not-very subtle resentment on the part of this group towards other areas of the ministry which are seen as draining off support and attention from what they feel is the fundamental “bread and butter” role of the ministry.

One finds a certain harmony of view between ministry program staff and the client groups they serve, whether they are elite sport organizations or community-based institutions. Both agree that the current professional profile of this group within the ministry in both program development and program delivery is grossly inadequate.

A second “culture” is a quasi-social-work profile of the *Citizenship* Division. On this side of the house, for example, programs are aimed at helping newcomers adjust to settling and living in Ontario. They also provide community services to Native Peoples, as well as various support services to multicultural interests. In a sense, the thrust of this program area is to help our ethnic and native population participate in the mainstream of Ontario life. Such a thrust has recently had a high “political” sensitivity. We’d emphasize that our oft-acclaimed “mosaic” makes a great virtue out of diversity, and diversity perpetuated, as principle, demands a match — i.e. a most variegated provincial service.

A third “culture” is represented by those involved in supporting the *Arts* in Ontario. This side of the ministry promotes and assists both the development and the excellence of participation in various forms of “cultural” activity. There is little interaction with either the “jocks” or the “social workers”. Their respective interests and backgrounds are different; the clienteles tend to be separate and distinct.

It has been alleged that one of the main differences among these various programs is that some tend to be populist in their orientation, whereas others are more elitist. However, one can readily find elements of both in each of the three “cultures” referred to above.

Sport development activity is a blend of elite and mass activity, whereas fitness and recreation are very definitely populist in their essentials.

There are traces of both approaches within the citizenship area. For example, much of the program goes to supporting the diversity and continued existence of many organizations of an ethnic nature. At the same time it provides services aimed at social integration.

In juxtaposition to the recreation-sport-fitness side of the ministry, the cultural side (particularly in the arts) is much more elitist, as is apparent in institutions like the AGO, ROM and the McMichael collection, even the Toronto FM station and the OECA network. Through support of the Ontario Arts Council, the government also makes funds available to many groups and individuals in Ontario with commitment to the visual and performing arts. Even the Arts Council, however, tends to concentrate on the elite artists and performers. Certainly, this is the image of the OAC which we were given by most of the community recreation directors to whom we spoke. We heard from community recreation directors that the OAC really didn’t serve the hundreds of small local groups carrying on drama, choral, painting, etc.

A fourth culture of the ministry is the group concerned with *information access*. The allegiance of this group is to the government as a whole, rather than to MCR. Indeed, we sensed some resentment, firstly from those in the ministry who couldn't understand why it was there, secondly because some in the program (and others outside who believe it has immense significance) wonder about the apparent lack of interest and commitment of the ministry to the aims and objectives of information access.

The library component of the ministry has an obvious link with information access. Wherever we have had public libraries in Ontario there has been an information base of sorts available to citizens which could put them in touch with Ontario government and what it has to offer. But the information access programs of today are obviously more current and more neutral than libraries, and without their long traditions and established services. The product of information access is for citizens anywhere but it is information across the board of governments. It is not a program of nurturing people and organizations of particular local interests (such as most libraries provide) but rather a centralized service both supporting all government and radiating the information of government and the whole province.

The scope and speed of the information service hinges on electronic capabilities and the quality and nature of provincial-wide telephone service (and, ultimately, of many display terminals). It is a majestic, progressive and all-encompassing conception, at least in embryo.

The *Heritage Conservation* Division of the ministry already has built up a considerable clientele and many institutions (such as local museums) and projects of an architectural or archaeological nature. While the growth of this important concern about and nurture of Ontario's past is not going to be spectacular, it promises to be steady. Its potential in buttressing tourism, both foreign and domestic, is real enough and most expandable, given the availability of more funding. It is an aspect of the ministry which will increasingly need field staff involvement and enthusiasm.

This almost unbelievable "mixed bag" of a ministry is as difficult a challenge to good administration and continuing development as can be found in Ontario government. It simply postulates difficulties with its diversity. It almost predicates incompetence somewhere.

At the simplest appraisal, a ministry which has an imperative of outreach in service to every citizen and community also includes a host of elitist institutions, plus some centralized services in which the system itself takes a priority and has needs and inputs which have little relationship to groups and associations of either a provincial or a local nature.

There is a unity or whole on the side of the ministry as an outreach service. That is, once one recognizes the distinctive elitism and standards of achievements in cultural and sport activities, there remains the

fundamental conception or view of the person in his or her family, neighborhood, community and municipality, who (alone or in concert with like-minded enthusiasts) has and must generate and create his or her unique activities and institutions, helped by the Ministry of Culture and Recreation.

LEADERSHIP AND CO-ORDINATION

Just as the programs related to culture and recreation across the government operate virtually independently of one another, the same can be said for the programs within the Ministry of Culture and Recreation itself.

From interviews with representatives of a number of ministries, it is generally recognized that there has been no over-all policy framework or direction and, apart from an isolated number of inter-ministerial committees on selected program issues, there is no over-arching process and structure to effect co-ordination of policies and programs, particularly those related to recreation.

It is acknowledged within and without MCR that this ministry has not, as yet, a role in creating an over-all policy in recreation. There are probably a number of factors which explain this. These include:

- a) the absence of a clear mandate to MCR enshrined in legislation and defined and expressed as a matter of government policy;
- b) the dissolution of the ministry Policy Planning Branch and delegation of policy planning to individual program areas;
- c) the fact that at the senior management level of the ministry so few have had a long and definite experience or apprenticeship in what we'll call "organized recreation";
- d) the lack of process and structure to allow essential input from and interaction with ministry clients at the policy and program development level;
- e) an inadequately structured and staffed field organization lacking expertise, authority and responsibility to deal with issues at the local level or to co-ordinate the input of community-based requirements.

It is interesting to note that although there has been no formal recognition of an over-all leadership and co-ordination role for the ministry, certain internal documents (like the one referred to earlier within the Sports and Fitness Branch) describe the ministry playing such a role. There is small tangible evidence that it has ever played this role, despite the fact that many we interviewed felt the need for it. Not only did they see the role as logically falling on the Ministry of Culture and Recreation, they have been surprised how little has ever been done to exercise it.

Despite the existence of internal documentation which refers to an over-all leadership and co-ordination role, it doesn't seem to have ever been officially endorsed as ministry policy. Nor is there any clear indication that these roles were directly given to the ministry by the government. There is also no evidence that a leadership role has been recognized by other ministries or indeed exercised or attempted by the ministry itself with other ministries.

Considering that there are at least 18 provincial ministries with individual policy and programs related to recreation, it is also interesting that neither the Provincial Secretariat for Social Development nor the Provincial Secretariat for Resource Development has exercised a policy and program co-ordination role in this field. We also found little enthusiasm in the secretariats for assuming such a role.

If the government is serious about being responsive to the sport and recreation constituency, an upgrading of the ministry's role and profile is essential. A number of steps should be considered.

Before getting into a discussion of potential recommendations, it is worth noting current developments in Alberta and Quebec where attempts are under way to provide a higher profile for, and more effective co-ordination of, programs and services related particularly to recreation.

QUEBEC

Early in 1980 the Quebec government published a white paper on recreation. An interesting point about it was the extensive process of consultation which preceded its completion. The government recognized that a provincial recreation policy must be firmly rooted in the aspirations and requirements of individuals and local communities.

There were two phases to the consultation process. The first phase was a regional tour which involved 18 public meetings and 15 hearings in 56 municipalities within Quebec's 15 recreation regions. The second phase took place on the provincial level where briefs were heard for 84 provincial organizations.

The Quebec white paper stresses the *personal* nature of leisure and the paramount role of the *municipality* in the development and delivery of recreation-related opportunities and supporting services.

Government's role is seen as promoting and protecting collective interests — ensuring a balance between the distribution of resources and the specific needs and characteristics of particular groups or areas. In addition to promoting innovative approaches to recreation, it will ensure equal access to recreation opportunities — access by groups such as handicapped and elderly people who have not had adequate access to recreational opportunities in the past.

In addition to talking about municipal structures, consultative mechanisms such as local recreation committees, block funding to municipalities for recreation purposes, it also recommends the creation of a Department of Recreation representing a "strong, cohesive, political and administrative structure" to correct the problems caused by excessive fragmentation and to oversee the implementation of the government's recreation policy and to "promote equitable and balanced recreation development at the community level".

Although one could argue to the contrary, based on the growth of government intervention in Quebec and the broad mandate suggested for the new department, the white paper calls for no net increase in the bureaucracy, a decentralized approach to its operations and a mission described in terms like "guardian", "promoter", and "guarantor" of the fundamental tenets of the government's policy on recreation.

ALBERTA

The Alberta paper, "Framework for Recreation Development" zeroes in on the fragmentation of the current system and the absence of a single point of focus for the development and co-ordination of recreation policy at the provincial level.

The recognition of recreation as a major policy issue has its roots in many of the same symptoms and casual factors as exist and are gradually being recognized and acknowledged in Ontario and Quebec.

The report envisages the jurisdictional priority of the province in the field of recreation but sees a partnership arrangement with the federal and municipal authorities as well as with the voluntary recreation and sport associations and organizations and the private-commercial sector.

Like Quebec, the municipality is recognized as having the primary responsibility for the development of *their* specific interest areas.

Unlike Quebec, the Alberta paper accentuates a prominent role for the private sector in the provision of specialized recreation services. The government should encourage the private sector to undertake services which are complementary to provincial recreation goals and activities. The private sector is clearly seen as a full partner, in both the planning and delivery of recreation services.

The Alberta paper identifies four roles for the provincial government:

- a) *Protector* of the quality of, and access to, Alberta's natural recreational heritage;

- b) *Planner* of the use of recreational land. Under this role heading, the report calls for the establishment of an interdepartmental recreation committee at the deputy minister level. This committee would have its own budget and support staff to engage in recreation policy analysis, identification of recreation research needs and the preparation of a provincial recreation systems plan. This “systems” plan would include tourism, outdoor recreation and open space, individual municipal plans, culture and sports and fitness. It would also contain regional planning components to reflect regional differences.

The report calls for a Recreation Research Centre attached to a post-secondary institution in Alberta to facilitate recreation planning. It would foster, fund and monitor research and develop and disseminate information as part of a recreation research information system.

As part of its planning role, more market research and socio-economic impact assessments are called for. The report also calls for standards and controls for provincial recreation facilities which stress multi-functional, year-round use.

- c) The role of the *Provider* is outlined in terms of filling the gaps which can't be met by the private sector, and ensuring adequate public access to quality recreation land and water.
- d) As *Facilitator*, the province is seen as assisting, co-ordinating and reinforcing the role of the municipality in developing and providing recreational services, with emphasis on those communities which need special assistance. The same applies to sport and recreation associations in the development of programs and services which are complementary to the private and government sectors in their specific interest areas.

Except for the major emphasis on the role of the private sector, the Alberta and Quebec papers are similar in their emphasis on the provincial role as facilitator. They both recognize the rights and responsibilities of the individual and the community, the importance of volunteerism, leadership development, the relationship with education, the relationship of work and leisure, the special needs associated with ensuring accessibility by elderly, handicapped and disadvantaged people to recreational opportunity.

Although both reports speak to sport and fitness and the requirements related to elite sport development, the major emphasis in both documents is on ensuring adequate opportunity and access based upon an essentially local assessment of recreational requirements.

Both provincial plans (but particularly Quebec's) take a broad perspective on recreation. For example, in the

Quebec white paper, they talk about the “socio-cultural” nature of recreation. Recreational interests and activities manifest a creativity and mode of expression truly reflective of individual and community interests. They use the term “folk culture” to underscore the important distinction between culture which is genuinely popular and has a broad base of natural support, from that which is imposed or “intended for the public” as defined by some third party. In the community itself, the range of recreation includes cultural activities such as music, drama, dance, even popular scientific interests such as ecology or astronomy.

We can't stress the importance of this notion enough, for it speaks to the very nature of recreation. It speaks for the nature of government's role in recreation. In short, the role can only be effective if the approach and the resources are clearly focused on facilitating self-expression and self-reliance at the local level. This, in turn, will only be achieved if the Ministry of Culture and Recreation can forge an effective partnership with those organizations that can best serve local interests like the municipalities, the organizations and associations representing recreational interests across the province.

IMPLICATIONS FOR THE MINISTRY OF CULTURE AND RECREATION

It's clear from these two reports that the issues which are being raised in Ontario are not unique to Ontario. The growth of recreational activity, the individual and community nature of its expression, the rising costs associated with facility development and operations, the imbalance and fragmentation which characterize policy and program development, standards development, program delivery and resource allocation and the special problems of equal opportunity and access faced by particular segments of our society, all show the need in Ontario's policies and programs for a much higher responsibility and accountability, obviously through the Ministry of Culture and Recreation.

When Ontario created the Ministry of Culture and Recreation in 1974, its external publics and, indeed, some representatives of other ministries of this government, expected a higher profile for cultural and recreational programs within the government. The interest groups representing recreation and sport also expected a more active process of consultation with the provincial government and hoped that it would achieve more effective co-ordination within and among provincial groups themselves.

For years, municipalities, both individually and through the Association of the Municipalities of Ontario (AMO), have raised examples of specific problems, including perceived inadequacies and inconsistencies in provincial funding. External groups, particularly the organized recreationalists, acknowledge the existence of gaps and imbalances in facilities and services among communities. In their view, a good part of the problem is caused by communities having to respond to individual ministry initiatives in programs and their funding formulas on a fragmented basis. There has been little incentive to develop plans and priorities on a rational basis at the local level because the name of the game under the current system is to take maximum advantage of individual provincial programs without necessarily reflecting the priority requirements of the community.

One hesitates to recommend the obvious. The Ministry of Culture and Recreation should play the role which is required and expected of it. It would appear to be an eminently logical conclusion that the ministry which, by its very title presents itself to the people of Ontario as the ministry responsible for leading the development of cultural and recreational opportunity within the province of Ontario, in fact, do so.

An early priority for the ministry should be to ensure a proper definition and allocation of roles for the provincial government as a whole and its component ministries. This includes MCR itself. It must also assume responsibility for ensuring (through an extensive process of consultation) that the relative roles and relationships as among the provincial government, the municipalities and the multitude of vital volunteer and private organizations which form the backbone of the cultural and recreational delivery system, are better defined, understood and agreed upon. One of the reasons for our references to the Quebec and Alberta papers was to illustrate not only the importance attached to the definition of roles and relationships but also to the process which they undertook to obtain agreement and understanding.

In order for the ministry to play an effective leadership, facilitating and co-ordinating role, a number of specific matters need to be addressed.

The ministry should establish a capability to play an effective co-ordination, planning and evaluation role through a policy-planning, research, and co-ordination unit, reporting to the deputy minister or the ADM, *Recreation and Sport* with a mandate to serve as a strategic planning secretariat to an inter-departmental committee on recreation. It would identify and raise issues and monitor action on specific issues which require consideration and/or action by more than one ministry — usually on a task-oriented basis. It could develop or oversee the development of policy papers or evaluation studies on a broad range of issues and could also, for example, be responsible for the development of an annual report on recreation in Ontario.

Because of the fragmentation of provincial programming, and because we are not calling for a major restructuring of cultural and recreational programs across the government, we would suggest that some emphasis be given to achieving more effective integration with respect to communications and promotional activity related to recreation.

For example, we would suggest that all documentation, announcements, evaluation studies, reports, television programs, and promotional material of all kinds that are identified with sport, recreation and fitness be clearly distinguished by a readily-recognizable, reinforcing signature or logo. The purpose is to reinforce integration and co-ordination at the strategic level and, just as importantly, to promote a great awareness on the part of the general population of the broad range or scope of provincial support and activity in this field.

(The recommendation regarding the establishment of an inter-ministerial committee on recreation is discussed in another section.)

As mentioned previously, concerns have been expressed about the level of professionalism at senior levels of management within the ministry. It is important to mention that what we are talking about is not a reflection on administrative skills but on the degree of experience in, and knowledge of, the subject areas of sport and recreation as well as relationships and credibility with the clientele of these areas outside the ministry.

THE MINISTER AND THE DEPUTY MINISTER

It may be impious, but we hope not impudent, to make brief comments about the role of minister and deputy minister in managing this diverse ministry. It's hard to know which person has the harder task.

All government ministries require some public performances by their ministers beyond the legislature, but because of the teeming activity in recreation and culture — of openings and events and competitions — not even the premier faces more pressure for presence than does the minister for Culture and Recreation. But that's only the surface of it, demanding and never-ending though it may be. The people engaged in all this activity want the minister to bend an ear, to understand, to intervene, to promote, to settle their unique problems. There's nothing uncommon about that for any minister and his or her constituency interests. But those of Culture and Recreation are so damnably various, the nature of their wants or lobbies so often contentious and difficult and complex, that a minister can spend most of his days "fire-fighting" and "clueing in".

There are some natural antagonisms between some parts of the minister's provenance. To mention one which gets played out rather differently between the local and the provincial level, a sort of "jocks" versus the "egg-heads" clash. In a number of communities we got evidence that the enthusiasts for cultural activities such as art, drama, dance and music believe the protagonists of sport have inordinate influence on local councils and boards, and so get more funding, cheaper access to facilities and greater private support for their endeavors. An unfair distortion of balance and worth, they say.

At the provincial level, the complaints reverse. The sports leaders told us, more often than we liked, that "the arts" — the sophisticated, high-culture buffs — had the ear of the ministry, that donors and tax advantages and people of great prestige and very superior business and professional connections were much more available for the arts stuff than for them, particularly in Toronto, London, Hamilton and Ottawa. Both groups, at both levels, tended to assert that there should be separate ministries. Neither group (but particularly the provincial-level sports people) could see the wholeness or the unity of recreation as enhancing both their interests. We were not shocked by this dichotomy but, in recognizing it is there, any sensible person can see the stretch it puts to a minister for Culture and Recreation.

If the primary role of the deputy minister is to give sound advice to the minister, how does he develop and maintain the encyclopedic kind of knowledge with currency that is necessary? It seems to us that he cannot, on a day-to-day basis. Much of his responsibility has to be delegated to the heads of the program areas and, particularly in the "outreach" emphasis of the ministry, to whoever directs field services. We advocate again and again the "process" of much-arranged discussion and agreement on a regular basis between the minister and his chief advisers in the many subject areas of the ministry. As much of this as possible should be public, necessarily a lot of it will be regional and local.

It seems to us that the person who "minds the store" is the deputy minister, particularly because of the important central services performed, and being pushed further, by the ministry (especially, information access) and because of the need to direct a much stronger liaison within the government as a whole in issues which involve other ministries and agencies of the government. Perhaps the simplest way to put it is that the deputy head of this ministry will always have a back-breaking chore in administering and correlating such a mixed flux of activity from the centre that the incumbent should assume there must be an unusually close working relationship between most of his program chiefs with the minister, including ready access, and therefore, an implicit delegation of this authority to them.

We note the recent appointment of an assistant deputy minister to head up the sport and recreation area. This recent decision should provide an improved direction to technical staff, and better professional support for the field organization. It should enhance the ministry's credibility with the external sport and recreation clientele. This recent decision to separate sports and recreation from the cultural development side for administrative purposes is also warranted by the different stages of development or maturity represented by these two fields. Further, the relatively low level of public confidence we found warranted a move to put a higher and more professional profile on the sport and recreation program.

The appointment of an assistant deputy minister, Sports and Recreation, is in and of itself insufficient. What it does represent, however, is a chance for the re-establishment of relations with the ministry's publics in these areas. We would suggest that an important early step be an extensive consultative process across the province, not just to re-establish relations, but also to get the ideas and advice which will enable the ministry to begin playing a general leadership role.

One approach which MCR may want to consider is to have an assistant deputy minister head up a small inter-ministerial task force to take stock of existing government programs, the network of existing roles and relationships, and the major recreational requirements and opportunities across the province as well as to identify gaps and imbalances in the system. A team approach to the gathering of both objective and subjective data by those directly responsible for program development could be a useful first step in bringing about better inter-ministerial co-ordination, as well as a strategic positioning of MCR within government, and between government and the external interest groups.

Municipalities look at the provincial government and the Ministry of Culture and Recreation

Let's begin with a caution that in relations between the three "orders" of government in Canada, the stereotype which characterizes relations between the federal and provincial levels seems to apply between the provincial and municipal orders of government. There is often a venting of bitterness and frustration on the part of the province about a perceived high-mindedness, a "take-it-or-leave-it attitude" and lack of inherent flexibility in policies and programs at the federal level, and we find similar cracks about the provincial government at the municipal level.

We know from our discussions at the municipal level that these feelings towards the province are not just confined to the programs and style of the Ministry of Culture and Recreation. Rather, the attitudes toward the ministry are also colored by a more broadly — and deeply-based history of less-than-satisfactory relations across the much broader spectrum of provincial ministries and programs. Thus what we are raising is hardly new. There has usually been a certain tension among our three orders of government.

As this commission came to appreciate the intrinsically individual and community-based nature of recreation and the use of leisure time, the frustrations and obstacles faced by municipalities in assisting individuals and communities in attaining their recreational needs becomes a major matter which we could not ignore. The "bottom line" is that the municipalities are the single most important actors in the development and administration of Ontario's recreational system.

Let us look at the principal actors at the local level, the characteristics of those communities which appear to be running successful programs, some of their specific concerns about their current relations with the provincial government and, finally, the changes which they feel are required to develop a more effective partnership.

Principal Actors

The major actor at the local level is the *Parks and Recreation Department*. They play a promotional role. They facilitate activity development. They develop and manage recreational facilities. They orchestrate liaison between groups and facility providers. They provide funding for activities and facilities. In some cases, they either draw up or oversee the drawing-up of recreational priorities and, in some cases, recreational "master plans".

Local *sport and recreation clubs, leagues and associations* also represent a key component in the delivery system. Without the vital volunteer contribution which these organizations represent, we wouldn't have the promotion and operation of many of the current programs and activities. These groups, representing different interests, formulate their needs for facilities and equipment, lobby on their own behalf and also raise funds for their own support.

The local *school board* controls the use of school facilities and the programs which are run in the schools, including extramural sport competition. They also offer adult education and training in sport and recreational leadership. The school facilities and the opportunity they represent for recreational use, education and training are gradually being recognized as a community resource and not simply restricted to traditional educational usage.

The community college and the university, in those communities where they are present, represent major facilities which to widely varying degrees are used for community sport and recreation purposes. The potential is still large for their future contribution in this area.

Some communities have *local and regional recreation and/or sports councils*. These are relatively few but where they exist, their purpose is to promote sport and recreation development, establish community priorities, and facilitate and rationalize funding, both in terms of its availability and its allocation.

The developmental patterns vary from community to community. However, sport and recreation programs and activities, or the institutions which run them, and the funding arrangements which pay for them, mirror the pragmatic and fragmented approach which characterizes the operation of government at the provincial level.

It is worth noting that the absence of synoptic policies and regulations and symmetrical structures does permit pushy leaders at the local level to develop innovative and flexible arrangements in response to the requirements and resources which are different from community to community.

Profile of the Successful Community

The first thing that stands out about communities which were identified to the Commission as running successful programs was the quality of local leadership, usually located in the municipal recreation department. *Good leadership* by people in key positions who know their field, have a well-established and broad network: a) within the community, b) within the field of sport and recreation, and c) with the institutions such as their provincial government and the school boards whose funding, facilities or co-operation are seen as vital, was the most dominant factor identified by the Commission in its examination of a number of Ontario communities.

A strong sense of community also prevailed. Programs and facilities tend to be viewed as community resources and are developed, used and evaluated more in terms of how well they are contributing to the well-being of the community, rather than as programs and institutions which represent ends in themselves. There is a sense of identity and pride in the community about what it is doing for itself as a community.

One generally finds an *effective co-ordinating role* being played by the municipal recreation departments in assisting community-based organizations to obtain or take advantage of resources that are available within and to the community.

Programs which are given support must demonstrate strong roots or a *genuine base of support within the community*.

Inter-group co-operation is generally achieved through some form of council or committee. Such bodies have tended to play an important role in giving focus, visibility, community support, direction and co-ordination to the development of sport and recreational activity within the community.

Another characteristic of successful communities was the recognition that it is vital to tie in the school system in order to get organized recreation and sport of scale and worth because this system has the most significant community-based capital resources.

Municipal Concerns

The following represents a listing of the major concerns expressed to the Commission by individuals actively involved in recreation at the local level. The first set appears to be directed at the provincial government generally. These were:

1. The parachuting of provincial and federal initiatives (both programs and dollars) which are seen as disruptive of, or inconsistent with, local priorities and which tend to give rise to expectations or involve ongoing operating costs which will have to be assumed by the citizens within the community.
2. The 'ad hoc' approach to program and facility development within specific communities causes certain inequities when looked at from a regional or provincial perspective, i.e., some communities are obviously over-serviced while some are seriously under-serviced in terms of programs and/or facilities.
3. The lack of direction and definition of roles make co-ordination of activities and resources difficult to manage, particularly in larger communities. There is confusion in the recreational market place; that is, you find different organizations competing for the same clientele, facilities and resources. We have found schools, community colleges, the municipality and private institutions such as the Ys working in competition rather than co-operation with one another.

Many of these organizations have their roles defined at a "higher level" which makes rationalization at the local level difficult. Effective co-ordination is also hampered by the fact that many of them also have their own distinct "political" constituencies to whom they are accountable, e.g., municipal recreation departments and local school boards.

4. Funding arrangements are seen as confusing. There are multiple sources of funding with their own particular purposes, restrictions, granting formula, procedures, classes of recipients, as well as residual effects on other programs and priorities. We found that some municipalities felt squeezed between growing demands for services and facilities within the community itself, and provincial expectations that operating expenses relating to capital grants will be assumed by the community. This is viewed as compounded by a restricted municipal tax base and, in smaller active communities, a saturated market for voluntary fund raising.
5. There is the perception of over-involvement of the provincial government in specific local affairs. But, at the same time, the province is not ensuring consistency and continuity in its policies (e.g. the grant structure for conservation areas under the Natural Resources Ministry is more favorable than funding available for recreational facilities within the community where the locally-assessed need may be identified as being greater). The issue, therefore, is not provincial involvement "per se" but the nature and quality of that involvement. The concern is that the field of recreation as such does not lend itself to a "laying on" series of centrally-developed programs to which the municipality feels forced to respond. Nor does the municipality see itself functioning in a vacuum devoid of provincial assistance to communities so that *they* can articulate and respond to their own local requirements.

Concerns About the Ministry of Culture and Recreation

Organizations which have their roots at the community level tend to have a negative attitude towards the Ministry of Culture and Recreation. While part of this attitude may reflect on the historical pattern of relations between municipalities and the province generally, they still represent a reality which must be recognized and faced by the ministry. Some of the points which were raised and corroborated across a number of communities are itemized as follows:

1. The ministry is generally seen as remote, inaccessible, insensitive to local needs, extremely bureaucratic, and bogged in minutia. Its major activity, as seen from outside, is the processing of paperwork related to grants.

2. The ministry is also seen as Metro Toronto and élite-oriented. There is a lack of understanding of community sport and recreation issues at the top levels of the ministry, and sport and recreation are seen as “watered down” and peripheral to MCR’s main interest.
3. There are mixed perceptions with respect to the benefits of Wintario. The parachuting of grants in response to specific and isolated requests is often seen as skewing local recreational priorities.
4. Almost everyone is critical of Regulation 200 under which grants are made available to municipalities for recreational purposes (e.g. of Etobicoke’s gross budget of \$10,000,000 administered by the Parks and Recreation Department, only \$15,000 comes from MCR). The complaint is that the level of government with the lowest availability of resources is funding the largest group of participants.
5. There is a “start and stop” image. There is the perception that MCR shifts gears without consultation with recreational authorities. It is seen as providing seed money for certain projects, then arbitrarily cutting them off causing disruption and ill-will.
6. And, finally, the ministry is not seen as providing an adequate technical support to the municipalities to assist them in a meaningful way in the development and organization of local recreational plans. Many municipalities feel that they need practical “how to” assistance from technically qualified resource people. They feel that this is a logical role for MCR which it is not currently playing.

Opportunities for Improvement

What the municipalities want and expect from the province is clear. They want proper *recognition* of the role they are either currently playing or potentially capable of playing in the development and organization of the broad spectrum of recreational and cultural aspirations and requirements within their community.

They want a *voice* in the planning and evaluation of the policies and programs which the province, through its individual ministries, is presumably developing to help satisfy the cultural and recreational needs of its citizens.

They want improved *process and structure* which will ensure more meaningful interaction between those in the community responsible for developing and operating activities with those in government (both at the policy and operating level) whose programs have a significant effect on individuals, groups, local government, and the range of activities and facilities which can be made available.

They want *direction* — direction which establishes over-all standards with respect to availability of opportunity, and access to those opportunities.

They want *consistency* in the philosophy and approach among government programs so that local municipalities and groups directly involved in cultural and recreational activity are not forced to respond on the basis of “laid on” program and funding opportunities, but rather can define their own priorities and activities in a way which is consistent with broad over-all provincial priorities.

And, finally, they want technical and, where appropriate, financial *support* in order to meet their recreational requirements in a manner which is consistent with provincial standards related to equality of opportunity, and access by all groups to those opportunities.

Probably the most important first step is to open up the process of dialogue between the government and, in particular, the Ministry of Culture and Recreation, and the communities and associations which are the backbone of cultural and recreational activity in this province. This is needed at the regional, district and community level. It is also needed between representatives of these institutions at the provincial level.

The Ministry of Culture and Recreation has already taken steps to take away one of the major bones of contention which was the relative stature and visibility of the sport and recreation function within the ministry both at head office and the field.

The opportunity now presents itself, therefore, for the programs and policies currently and potentially administered by the ministry to be appraised and endorsed by the publics they must ultimately serve. This cannot be stressed enough. Process and structure should not be left to chance. The ministry should hold regular evaluation sessions with the major representative organizations and associations such as the PRFO and the AOM on the effectiveness of current programming. The ministry should also consider conducting its own regular audits of cultural and recreational development within communities across the province.

It should assist in the exchange of information across municipalities and regions so that they can learn from one another’s experiences.

The role of the ministry as seen through the eyes of the municipality is primarily one of supporting and facilitating

the development of locally-based initiatives. It is seen as an “outreach” organization rather than a developer and implementor of programs. Looking up at the system of the provincial government from the municipal level, where they now see inconsistency in everything from philosophy of approach to funding formulas, they would like to see consistency and continuity, two ingredients which are considered fundamental if the municipalities are to take seriously provincial exhortations to do more planning. Without consistency and continuity, communities can hardly begin to develop broad-based, longer-term priorities and plans.

Another wish of the municipalities is for more authority, responsibility and technical competence to be designated to the field organization of the ministry. Sport and recreation are seen as needing a more distinct and visible profile at the local level.

The ministry’s community-based publics would also like to see the ministry playing a monitoring and feedback role, providing information on sport and recreation in Ontario and the country as a whole. Any such information will help these groups carry out their respective roles. They foresee the ministry developing a provincial analysis which integrates existing information from multiple sources, i.e. municipalities, sports and recreation groups, education, etc., and identifies trends, highlights innovations and raises issues for consideration and evaluation. There is a role for the ministry in facilitating cross-group discussion and agreement. Many groups expect the Ministry of Culture and Recreation to represent their interests before the government. For them, it is the logical forum to bring together the collectivity of interests related to sport and recreation. The major goal is to talk, learn and agree or disagree. A second goal is to provide guidance to the government on its own role, responsibilities and priorities. MCR is also seen as the logical point of co-ordination for all provincial government programs and policies in the development of community sport and recreation.

On funding, the ministry is seen as ensuring arrangements across the government which reinforce broad, concerted provincial objectives which support rather than pre-empt community plans and programs.

Some communities spoke of the need for help from the ministry in marketing their sport and recreation programs to private sponsors, or in determining appropriate “user-pay” policies, or in the actual development of community-based sport and recreation plans (especially for small municipalities).

In operational policy matters, communities would like to see MCR developing guidelines in certain areas. For example, MCR in conjunction with several of the key “interest” organizations could draft a simple set of “selection” guidelines for the position of municipal director of recreation, since this position represents such a key link in the sport and recreation system.

When one stands back from these community wishes, one realizes it is not so vital that the province or the Ministry of Culture and Recreation attempt to develop a model provincial framework for physical recreation, amateur sport and fitness. Rather, the need is to concentrate on developing exchange of ideas, experiences, requirements and trends among communities and related institutions and organizations which can be a learning and a profit for one from the other. This approach is more consistent with the fundamental nature of both recreational activity itself and with an over-all governmental objective of abetting self-help and independence.

After reviewing the list of concerns and hopes of the municipalities against the record and style of the government with its aversion to planning and the dearth of success of most of its formal co-ordinating bodies, we conclude that it is more practical to designate MCR as the lead ministry in the broad recreational and cultural field, than interpret this in terms of “ad hoc” co-ordination and problem-solving roles based on specific plans, or issues which have been developed or identified by the municipalities, other provincial ministries and by sport and recreation associations. To expect more is naive. The effort involved and the hurdles which would have to be overcome could well side-track the government and the ministry from the major and immediate requirement which is to grease a badly-rusted provincial community network.

Recreation

It may seem odd that the one of our three subject fields which we have asserted as the embracing and most important, Recreation, gets brief separate treatment. We've already touched on it so often that we begin this section with the succinct reiteration that recreation in the community includes the arts and to a degree, "heritage" — that is, it cuts across almost the whole face of the ministry (and parts of a number of other ministries).

The most satisfying part of this whole enquiry has been in finding both how well Ontario communities have done in fostering recreation in the broad sense, and in encountering or catching word of the hundreds of devoted full-time workers in its ranks and the thousands and thousands of volunteers. It's a Canadian syndrome to look askance at our own local endeavors, to believe that other people in other places in Canada, but mostly beyond, have more diverse and better, richer activities. If one seeks hard enough elsewhere, particularly abroad, one gets the examples in sport and drama and music which make some of our activity in Ontario seem gauche or primitive, but across-the-board in Ontario the continuing achievements in recreation really match any similar jurisdiction in the world.

Out of ill-thought or inadequate leadership one sometimes gets a good result. This has been so with regard to the unity of provincial organizations in recreation. During the five years of increasing frustration with the indifference (real or alleged) of the ministry towards recreation, the various provincial organizations came to realize that in union there is strength, and so out of a relatively makeshift group — "the Council of Presidents" — came the thinking and work which led to the creation of an embracing organization in the spring of this year — the Parks and Recreation Federation of Ontario (PRFO).

It would be invidious to say that one of the five organizations which first came together is more important than the other but the Society of Municipal Recreation Directors of Ontario most impressed me with the reach and understanding of its executive. The other organizations are: the Ontario Recreation Society, the Ontario Parks Association and the Association of Aquatic Personnel of Ontario. There is the possibility that several other organizations may affiliate with the PRFO — the Ontario Research Council on Leisure (ORCOL), the College of Recreationists of Ontario (CORE) and the Ontario Arena Association.

In many discussions with leaders of these recreation organizations, the point was made that until rather recently the attitude of the senior levels of the ministry was essentially that they were benign nuisances. The spokespeople were most anxious to see developed a continuing public forum for recreation issues in Ontario. What they want most is regular access to the minister and his senior staff for their proposals and their critical analysis. They do not expect the minister to devolve the prime responsibility as principal adviser to them or agree that they are the public forum. They intend to run their federation in such a way that the member organizations provide their administrative funding; that is, PRFO will not be funded basically by the ministry.

What *this inquiry recommends* has been canvassed with most of the spokespeople for the interested organizations. It is *that the minister declare the PRFO merits recognition as the chief voice of organized recreation in Ontario; that he hold a regular annual meeting with it; and that he arrange each year for the PRFO to make a presentation to the Select Committee on Social Development of the Ontario Legislature at around the time it is dealing with the minister's estimates.*

Of course, such annual get-togethers should not rule out meetings more often between the minister and the board of the PRFO. As for the legislative committee, the inquiry, in its perusal of the Hansard files and committee hearing reports, and in meetings with various MPPs, became rather sure of two opinions: that individual MPPs were very "au courant" with recreational matters in their own constituencies but, with rare exceptions, quite out of touch with developments and systems across the province.

The other organization we would particularly like to see have regular encounters with the minister and with the legislative committee is the recreation committee of the Association of Ontario Municipalities (AMO). While there is some duplication in personnel between the PRFO and the AMO (Recreation), the latter organization has a stronger component drawn from elected members of municipal councils and boards. What struck me particularly about it is its capacity to register the unique situations across the province, where a municipality because of special qualities such as a single dominant industry or juxtaposition to major recreational resources has no control over a major problem.

Again, what we are emphasizing is democratic process rather than structures or programs. There is really a remarkable maturity among those dedicated to recreation, whether as a profession, an occupation, or as a responsibility assumed out of electoral office. These

Sport *versus* Recreation

people desperately want to know what's going on, what the ministry is about, what other communities are doing, whether their problems are other people's problems. Above all, they are proud and often excited about their roles and functions and they want the leadership and encouragement that the ministry and the minister can provide. It's not only not much of a risk for the government, it's the way to keep in place the outreach and the network of popular culture and recreation in Ontario.

There's small need for this report to set out the various issues and propositions the recreationists have been advancing. Their briefs to the government speak well to them. However, there are two matters which we would like to address at some length: the sport versus recreation antithesis; and the principle of "user pay" in recreation.

In 1978 Peter Szego, then an official of the Ministry of Culture and Recreation, presented a fine paper at the Commonwealth Games in Edmonton on definitions of recreation, sport, and health. His argument was straightforward, and this inquiry has met the tension he talks about. There is a bent to draw boundary lines between sport, recreation, and fitness. This has been most evident in so much anti-federal jawboning by provincial administrators in the fields. Rather phoney lines get drawn between elite or international-class athletes and teams and "provincial" and "local" teams and athletes. Our Canadian obsession with jurisdictional fence-making and fence-fending intrudes on the natural complementarity of recreation, sport and fitness.

Szego's test questions are these: Doesn't each of the three begin with a decision taken by an individual, and then many individual decisions, at the local community? Isn't it ridiculous to consider programs in any of these three areas without basing them on the individual in his or her local community?

These rhetorical questions and their answers lead Szego to preach that administration and program plotting must be put out to the community wherever possible from the federal and provincial centres. It leads him to advocate that the local jewel of most communities should be the multi-purpose community centre. He argues that the strongest influence against such centres and against local decision-making has been the single-purpose sport body, especially distorting in Ontario because of ice hockey's great power.

The "tunnel-vision" of the single sport group makes misallocation of resources and facilities a commonplace, and the insularity leads to a lack of cross-fertilization with coaching and management in other activities. On the other hand, the obsessed sport types have wrought their own frustrations through the very natural emergence of enemies or belittlers among recreationists, particularly those working full-time at the municipal level. This is apparent in the obvious antagonism we met among recreationists to intensive sport programs and the early identification and special attention and competitions for the child and youth team or athlete. Part of the reaction is symbolized by the enthusiasts for the theme of "any child can win". Szego's thesis is simple enough: there must be complementarity.

It is the natural human aspiration, once into an endeavor, to be better, to excel. Without excusing the narrowness and the drive of the sport zealots, we have to include this exhortation to the recreation leaders and their organizations: don't see highly-competitive sport (even at the local level) as your enemy, or as an unfortunate result of the basic programs you encourage large numbers to take part in.

User pay

We remind ourselves that a few years ago a federal minister of Transport put himself on a sea of troubles by advocating the stern application of user pay to the operation of airlines, railways, ships, etc. The nubs of his problem in enforcing the principle were threefold: long, past records of subsidization from the public purse; the outright rage of many users at the shock of the increases in their costs; and sheer difficulty, in all fairness, in determining costs and in determining the relative weights which should go on various users of same services.

All these difficulties were inherent in user pay for recreational facilities of a public kind. It was ironic that during this inquiry there should be an uproar in my old community of Thunder Bay. Fifty years ago I swam each summer at the city pool without charge. In June the municipality of Thunder Bay at long last chose to charge kids using this pool. The uproar was vociferous enough to cause speedy rescission by the city council.

Yet, having underlined the difficulties, we would emphasize that both the ministry, the municipalities, and the volunteer organizations must get a grip on the implications of "user pay". The municipal tax base and its use, and provincial grants for facilities (and occasionally for programs) can put a wide range of facilities in play for a municipality, but because the number of activities, especially in sport, are so various and their right to fair, if not equal, opportunity so well entrenched in our minds, some devilish choices face municipal directors with regard to scheduling, charging fees and giving priorities. When things are difficult and assignments in contention is not the time to start talking "cost benefit analysis" or playing Solomon between competing activities.

Because the well of moneys from municipal and provincial taxpayers is not inexhaustible there must be more study and some application of "user pay". Since it is a matter of keen interest in almost every municipality in Ontario, the recreationists and the ministry should get cracking on it, including the sport leaders. Elsewhere we make the point (unpopular though it may seem to the conventional wisdom) that the overwhelming majority of people engaged in a recreation are willing to pay for it or a goodly share of it from their own discretionary income.

A request we made to the "recreation" consultants in the ministry, headed by Ray Wittenberg, supervisor, happened to coincide with an appraisal he and his staff had been asked to make of the whole recreation picture in Ontario by the deputy minister, Dr. Wright. It struck us that the general overview first developed by Mr. Wittenberg for his chief is a useful conclusion for our section on recreation.

Mr. Wittenberg began by repeating a statement made by the Hon. William Davis in 1966 (when minister of Education) which recreationists in Ontario believe "despite many rapid changes in society . . . seems simple, understandable . . . and still valid."

'The sphere in which most modern people must find meaning and purpose in this rapidly-changing complex society, is that of the family, the neighborhood and the community with its schools, churches, libraries, cultural institutions, sport and recreation organizations, clubs and social groups. . . . Programs of community activity are essential elements of life if people are to keep a sense of purpose in our complex society.'

"Most municipalities in Ontario have a recognized and legally constituted recreation authority to whom the province generally relates," wrote Mr. Wittenberg. "This recreational authority must now begin to move away from its traditional function of devising and providing minimal activity programs for a limited number of people. Its emphasis should be changed to co-ordinating community resources for recreation and to support the local agencies or groups of agencies through the provision of program aid relevant to the needs of its citizens."

"... The role of the province should be as follows:

- to state and publicly declare a comprehensive provincial recreation policy and place a realistic priority on this policy and the province's recreation services;

- to co-ordinate into a single administration the provincial programs or services which can be consolidated and to implement a co-ordinating and functional mechanism which will ensure that all provincial departments involved in recreation can share in the planning, the development, the organization and evaluation of provincial programs;

- to apply the co-ordinating mechanism initially and on an ongoing basis to an analysis of the existing programs and services and to the development of new thrusts and activities as the need may dictate in order to avoid duplication, overlap, 'ad hocry' and empire building;

- to provide human, financial and material resources that will assist municipalities and community groups which should be the principal agents and must have the major responsibility for direct programming;

Note on ORCOL

— to provide directly or indirectly, services and programs at the regional and provincial levels which will ensure:

- a) that community recreation program development is not insular;
- b) that groups/associations/agencies with regional and/or provincial mandate receive services from the government consistent with their responsibilities, their programs and needs — i.e. provincial SGBs, provincial recreation associations;
- c) that proper study or research is undertaken in the areas, and the findings implemented;
- d) to speak to the federal government as it may address the needs of the province and the national programs which must be met co-operatively.”

Our suggestions to the ministry in terms of recreation and reorganization within the government generally coincide with this outline by Mr. Wittenberg. We emphasize the importance of re-establishing the “recreation network” with the minister and the federated recreation organizations working together towards the enunciation of an over-all policy which would lead into new or refurbished programs with priorities stated and processes elaborated.

The Ontario Research Council on Leisure is financed substantially by the provincial government. ORCOL publishes a quarterly Recreation Research Review and it represents and encompasses most of the men and women in universities, community colleges, and in government departments and agencies of the three orders of government who have a professional and research interest in recreation in the broadest sense, including “leisure”, physical education, kinetics, kinesiology, etc. Where geographers, foresters and ecologists come into recreation through the outdoors and land use in all its diversity, the academics and professionals who take part in ORCOL tend to come at recreation and sport from the point of view of the individual, his physiology and his, and group, sociology.

Almost since the creation of the Ministry of Culture and Recreation, as we have stated elsewhere, the network of the recreation community of Ontario has been “unplugged” from the government. The prime recommendation of this inquiry is that very deliberate steps be taken to replug the network. ORCOL and its members represent one of the more unobtrusive aspects of recreation and its organization. What we fear has happened to it is roughly this: gradually any sense of great mission or marvellous goals for ORCOL has faded away and it has become a minimally-useful routine for dispensing comparatively small amounts of money to sustain travel and study needs of academics in the field, and to provide them with an annual conference and an operation through which they can get those things published which are necessary to retain credibility and tenure within the academe.

When we re-read the previous paragraph it is clear that it could be taken to be a “put down” of ORCOL and its principles and its purpose. This would be pushing criticism too far. We believe there is present worth and considerable potential in ORCOL, but this potential is *less* in sustaining the particular research interests and graduate student work of so many of its academic members, and much *more* in galvanizing ORCOL (in association with the ministry and other provincial organizations in recreation) to get cracking on half a dozen of the major issues facing recreation and sport in Ontario. For example, the application of the user-pay principle in municipal recreation; model plans of analysis for municipal recreational needs which could be at hand for both the ministry and the municipalities; a priority or ranking system of sports and recreation in terms of their values or merits vis-a-vis cost, injuries, fitness, co-operation and other worths; and so on.

Employment in Recreation in Ontario

In formal discussion with members of ORCOL, the most bothersome opinion which I had to form hinged on the contrast between the "chapter and verse" critique which these people had of provincial recreation and sports policy, and the remarkably few occasions they had taken to correct it. In a word, they had not been good citizens. They knew better than many other citizens that policy and programs had taken most debatable turns in directions of which they disapproved and yet they had not lobbied hard within the formal political process or in the public forum. One often suspects that such timidity is based on protecting the support that had been achieved from government. Another part of the explanation for this muted contribution by the best-educated and one would assume, best-informed, people in recreation in Ontario, may be the atmosphere or mood within the educational system in Ontario at this time, which is cautious and battened down as in storm cellars.

This inquiry recommends that the minister and his senior officials meet with ORCOL within the next few months to review what ORCOL is doing both for the subject field and for the policy and personnel needs of the government itself. We believe that ORCOL should be asked to come up with a program of both short-term and long-term research projects in recreation which it can undertake in concert with the provincial government.

Data on provincial and municipal employment is kept by Statistics Canada. Last January (1980) there were just under 3,000 people working for the Ontario Government under the subject grouping of Recreation. The federal agency only has a breakdown by general occupational groupings for communities of over 50,000 population. This represents some 70 per cent of total municipal employment in the case of Ontario. (The total employment for these larger municipalities is 81,500-odd).

For these large places in Ontario, the total employed falling under the heading Recreation (which includes public libraries) was just short of 19,000. If the other 30 per cent of municipal employees (working for places under 50,000 in population) breaks roughly the same way as in the large ones, the total figure in Ontario of municipal recreation workers is around 25,000. It has become the second largest of the eight groupings. The largest is Protection (police and firemen). The other groupings are: Water, Public Works, Sanitation, Health, Welfare and General Administration.

In the past decade the recreation grouping has grown faster than any of the others. Yet, as so many municipal officials have told us, there have been remarkably few changes in policy or grants by the provincial government with regard to municipal recreation in the past decade. Meanwhile in the past five years, the effects of both capital grants and travel and equipment grants through Wintario have been burgeoning the operational demands upon the municipalities. Take the cases of equipment and travel grants to sports and cultural organizations at the local level. Naturally, they've stimulated participation and more participants require more fields, more music rooms, more ice-time, more janitorial staff, heat, light, etc. and more requests for matching aid going forward to municipal councils.

The Training of Recreation Personnel in Ontario

It was leadership of the Community Programs Branch (Department of Education) in 1963 which got underway the first substantial courses for recreationists. A two-year course in recreation and a one-year course for university graduates were put in place, the department of Extension at the University of Guelph providing classroom and office space.

In the fall of 1967 the two-year diploma course was transferred to Centennial College with financial support from the government until April, 1968, when the college assumed full responsibility. In the fall of 1967 the one-year university program was also transferred, to Conestoga College.

In September, 1968, two-year diploma programs began at Algonquin, Conestoga, Confederation, Fanshawe, Humber and Mohawk community colleges. Some 25 to 30 students per year was suggested as a guideline. At the same date the universities of Waterloo and Ottawa began honor BA programs in Recreation.

In September, 1975, the University of Waterloo began the first Masters Degree program in Recreation and in 1977 Seneca College instituted a two-year diploma course in Recreation Facility Administration.

In this recent college and university year a total of almost five hundred students were engaged in community colleges programs in Recreation. The University of Ottawa had 320 registered in BA programs and the University of Waterloo had 95 in BA programs and 20 in MA programs.

The information about both the scale of employment in recreation and the numbers of young people studying to get qualifications so they can find work in the field simply underlines the massive push of organized recreation in the last dozen years (much of it nursed by the provincial government) and the powerful force that recreation is becoming as a livelihood and as an economic factor.

Private Non-profit Organizations

Perhaps because the YMCAs have been durable and flexible and open to trends, they have become the first institution most of us call to mind when we look for a source and resources with proven leadership and programs in physical recreation, sport and fitness. There are several others which we recognize, when we think about it, whose activities in part touch on our subject fields either continually or occasionally, by deliberate choice. We think of the Royal Canadian Legion; the service clubs, particularly the Lions and the Kinsmen; and the lodges, particularly in the past, the Orange lodges and more recently the Moose lodges; and there have been church organizations particularly with an emphasis on youth, such as Canadian Girls in Training (CGIT); then there are the Boy Scouts and the Girl Guides, some of the ethnic organizations, particularly those developed by the Ukrainians, the Finns and the Poles. They have had programs in our fields which stretch well beyond the local club or association. We can make a fair and simple assumption that all these organizations have a place in the recreational and sporting life of Ontario, and obviously, their strengths will wax and wane, and vary widely from place to place, region to region. It is much harder, however, to go from that assumption to suggest or assign roles to such organizations, or to mark out the kind of support the provincial government should give them in terms of funding or tax relief or administrative aid.

One of the encouraging and fascinating aspects of the Wintario grants has been the way these have brought so many service organizations of a private non-profit kind into association with local projects of a recreational and sporting kind. Once one moves one's projections of policies and programs beyond the local, it does get hard to make recommendations in our fields for such organizations, except for the YMCA. For example, as much as those interested in track and field appreciate the enormous contribution the Royal Canadian Legion made in co-ordinating track and field developments for many years, it was also obvious that there was a great range in the capability of the various branches to foster sport, and an understandable hesitation by many thoughtful Legion leaders to put so much of the organization's resources in volunteer time and money into this one activity.

We have been tempted to say to some of the major sports in Ontario that each one should seek to form an alliance with a service club or an organization such as the Boy Scouts or the Girl Guides, in order to promote the financing and the membership of their sport. But essentially such initiatives or persuasions should probably be left to the local clubs or leagues and there is certainly no need for a provincial policy with regard to any involvement of private non-profit

organizations in organized physical recreation and sport, except to make it clear that their interest and activity is welcome, and that if any of them have any suggestions, the Ministry of Culture and Recreation should welcome them.

Elsewhere in this report we advocate the sponsoring of regional and provincial-wide “gripe” or “promote” sessions on matters of recreation and sport; that spokespeople for the Y and the Boy Scouts and the Girl Guides should take part seems obvious.

It would be unfair to argue, given the fervor 130 years ago of Egerton Ryerson (the “father” of Ontario education) for physical education in the classroom, that the Ontario Government came late to a “fitness” policy. In a contemporary vogue of the term “fitness”, it seems true that high-profile political commitment came with the Speech from the Throne of March 1974. Subsequent planning and research went on within the ministry (since 1975, MCR), and in 1977 Fitness Ontario was launched as a program unit in the field of fitness.

As an aside, the forerunner to Fitness Ontario was the federal initiative, PARTICIPaction. This endeavor was sprung by the Trudeau government after several years of brainstorming and plan-making around the idea that a major “marketing” thrust was required by the federal government to sell sport, recreation and fitness through products, trade-marks, television programming, travelcades, etc. After all the ideas were examined the criticism from sport and recreation leaders (too majestic an enterprise, too soon) led to the reduction of them to an arm’s length fitness agency financed by the government, which would “make” messages for the popular media, especially TV, and arrange showings on a public service basis with stations and networks. Largely for reasons of utility (such as the ease of developing simple “messages” with mass appeal) this new agency PARTICIPaction, got into fitness messages and these caught on. There’s no real way that quantitative analysis can show the effectiveness of the messages but there’s general agreement (which we share) that PARTICIPaction was a great force in the ’70s in popularizing “fitness” in Canada, and in making each of us at least aware of the conception, with the associated personal reflections on “where am I in terms of fitness?”. Research done in March, 1980 (2000 in-house interviews across Canada) indicated that our awareness as a public of PARTICIPaction’s logo and what it symbolizes is as high as 85 per cent nationally, with Ontario registering 83 per cent.

It’s commonplace that in English the meaning of words will shift over years. Also at certain times an aura of a general opinion or attitude will surround a word. For example, “recreation” and “leisure” have become more formal and more concrete as word-terms than they were 50 years ago before each was pushed forward as a label for something organized or more concrete than play or lolling around.

Both these words, however, have been unable to shake off a vague but real identification with “taking it easy”, being “light” or off-hand or not fully serious and “mainstream”. No such intimation of possible or quintessential frivolity diminishes “fitness” as yet, although such may be emerging as the vogue, for fitness becomes increasingly an aspect of that popular suitcase phrase of our time, “life-style”.

“Fitness” has narrowed in recent years to the physical from a larger application — for example, on the fitness of a neophyte for a vocation as pastor or nun. More and more we link fitness to a sought-after state of attained physical capability. It has had a “health” aspect which remains, along with a new accretion of meanings relating to fitness for modern life: “life-styles” which connote readiness and competence for modern sex relationships and/or sport and/or dancing and so on. In fact one way of defining/clarifying the difference is to point to health — good health as free from disease. Fitness is an enriched good health. You can be healthy without being fit but you would be hard pressed to be fit without first being healthy. While separate, these two terms are difficult to isolate totally and it is even harder to declare them mutually exclusive.

Where a decade ago fitness was thought by many as largely a by-product of physical recreation and sport, today it is pushed as a product itself. For example, that each of us has two guises, our physical selves as we are and as we should be, and the latter is the “fit” us. What is also important here is the individuality of fitness — how we pursue it, why we pursue it, what our state of fitness is.

It’s long been recognized by the military, witness the Spartans, that the fit man is the best soldier, and to telescope history rather brutally, it’s been recognized since the rise of Protestantism (and capitalism) in the 16th century that the fit person is the proper temple of humanness, and that the fit person (self-disciplined, sturdy, reliant, abstemious and muscled for long hard work) is a Christian ideal. In addition as Tawney draws out so well in his classic “Religion and the Rise of Capitalism”, fitness pays! It rewards the individual, his or her enterprise, and the community, with less time off work. Longer hours of work are possible. The costs of ill health are less for the fit.

So we’re familiar with the stress on fitness in our military history and we understand why it is advocated by educators and provided for in some form or other in almost every school curriculum ever devised. It is impossible to argue against fitness, unless one is exceptionally an epicurean dedicated to near-total contemplation.

What has emerged in North America since the mid-60s, however, is a great enhancement of fitness as a desirable state for grown men and women, not just for kids at school, or for soldiers, or for athletes. Naturally the merits of fitness have been portrayed in life-style stuff: lovelier, more attractive bodies; better quality, long-lasting sex; greater productivity; lower medical bills. TV in particular has sold fitness hard, and in Canada it has been an intrinsic part of an electronic media campaign by PARTICIPaction.

The more objective/factual benefits are yet to be clarified. We suspect that we, as yet, do not fully understand the full impact the fitness level of individuals has on the economics and productivity of a nation. Quantitative data is not readily available in this field, perhaps due to its newness as an “industry”.

It's natural and predictable that when there is a sure, popular surge around the fitness theme that the government should want to ride the wave. We've had surges about fitness before. We can identify one back in the 1850s, another in the mid-1880s, a huge one in World War I, another in and out of World War II. These surges are often accompanied by an emphasis on such aspects as nutrition, posture, lung capacity, muscle tension, the great outdoors, etc.

While it is important for the government to be involved, the consequences of an unplanned proliferation is now apparent. Mr. Wittenberg, the supervisor of Fitness and Recreational Services within the Ministry of Culture and Recreation, put one familiar, widespread consequence of *this* most recent “fitness” explosion to us.

“We have witnessed a phenomenal growth of recreational services, each independent of the other, going their own way so to speak, and yet fundamentally trying to serve the same individuals or constituents. As a result, too much time, talent, money and leadership is being wasted, diluted, and being used ineffectively in competition by a multiplicity of agencies per client per program. For example, in some communities an individual can take a fitness class every night of the week, two on Saturday and one on Sunday, and every one of those is offered by a different agency. All of them are competing with one another for the same individual's attendance and money. Therefore, it seems reasonable to suggest that the talent and resources of that community can be more effectively used to meet the needs of that community if there were a great deal more co-ordination between those community agencies than there is now.”

Before examining more specific questions about the provincial government's role, let us underline a distinction which is vital before one goes too far towards “official” fitness. At heart, it's the distinctions which move from “should be” to “shall be” or from what we ought to do, in plain terms of morality, and what government ought to do to enforce such morality.

It is our argument (and we'd assume that of the current Ontario Government) *that the individual and collective “fitness” of the people in the province is most desirable.* It would conserve medical spending, increase productivity at work, and lower the costs and assuage the harmful physical consequences of addiction to alcohol, drugs and tobacco if we raised substantially the standards of fitness in Ontario. But to seek or attain and keep fitness is primarily a matter

for the individual as adult. We mentioned earlier the importance of recognizing the individuality of the field in approach and benefits, both perceived and real. Before that stage it is a question for parents who devolve some of that responsibility to the school system.

It's very easy, once caught in the moral force and the worth of fitness, to leap into collective action. Imagine what wonders an effective massive program of provincial, even national, scale could (or might) produce. We back off that line of enthusiasm . . . with some regrets. You can't legislate fitness by statements, policies and programs shaped and run by governments at any level unless one is prepared for a most costly thoroughness in both consciousness-raising and a diversity of continuous, permanent programs for almost every age grouping, preferably for effectiveness, with some authority and perhaps some financial inducements to make sure almost everybody takes part.

Now we've pushed this moral force of fitness as a concept to the ultimate, mostly to add some muscle to our proposition that the provincial government should continue to promote and encourage fitness. But it must be remembered by all of us that fitness remains largely an individual choice. This means the opportunities and the programs should rise in the local community to meet the needs expressed there, and they should not be supplied by the provincial government or its agencies directly. It is our considered opinion that although highly-visible political vehicles, fitness pursuits/programs cannot be legislated.

Fitness Ontario is presently carried on by the Fitness Services Unit within the Sport and Fitness Branch of the Ministry of Culture and Recreation. Its genesis lay particularly in the work of a special committee within the government in 1974 not long before MCR was launched.

In 1974 a summary of the report of the Interministry Committee on Sports and Olympics went forward to the cabinet, setting out priority issues. It stressed “declining fitness” in the Ontario population. Survey material demonstrated a passive society with one of the lowest levels of participation in physical activity in the world. While the picture of gloomy shortcomings in Ontario centred on much more than fitness — notably on the province's comparative dearth of gymnasias, pools, tracks, tennis courts and fields — the prime theme of the presentation and a subsequent one of a year later put to the cabinet by the new minister of Culture and Recreation, Robert Welch, (October, 1975) was on fitness and the imperative need for the government to give a strong lead in getting both more activity and more and better facilities. Figures showed that Ontario had the lowest per capita spending of the 10 provinces in public sports and fitness facilities.

Both presentations to the cabinet emphasized the many ministries and agencies within the government with an interest in physical recreation (just as we are doing in this report). The costing of programs for impact portrayed some various choices, depending on how generous the funding was to be. It was projected in the “Inter-ministry Committee” document that an annual sum of \$50 million

would enable the province to make “a major impact in recreation, fitness and sports.”

In passing it was noted that new revenues for the programs needed could be created by (a) a special retail sales tax on sport equipment; (b) a special tariff on tickets to pro sports events; (c) lotteries. We know the choice was lotteries, and since 1975 substantial sums have gone into capital spending for sport and recreational facilities through Wintario. The “dedicated” taxes were considered to have too many disadvantages.

With hindsight, we know the government went ahead on all three elements featured in the Interministry report — i.e. abetting facilities through Wintario grants; more aid for athletes, and briefly, aid to sport councils on a regional basis; and a fitness emphasis. The Ministry of Culture and Recreation was created; the mammoth sport centre at Bronte was planned; and a “physical fitness policy for Ontario” was projected, the latter with much enthusiasm by the minister, Robert Welch.

As one might expect, the physical fitness policy adumbrated was quite Calvinist in tone. Not only “a healthy mind in a healthy body” was valued; there were also the maxims that fitter people were more productive people, and obtained a happier “life-style”.

The provincial fitness policy identified a leadership role for the province in its associations with federal and municipal jurisdictions; it sought means for co-ordinating what the province was currently spending (in various ministries) and a range of new programs.

The breakdown of the estimate of current spending (\$190 million) had shown that almost 80 per cent was for physical and health education in the schools, another 8 per cent went on the colleges and universities. Another 8 per cent went into sport and community centre programs. The expenditure by the ministries of Health and Correctional Services was miniscule.

The policy document argued that the provincial government was getting little credit for what was being done in fitness (whereas the federal government was). The programs in the schools were quite ineffective in sustaining individual fitness and life-styles with an individual sense of responsibility. Five of the other provinces were well into “shape-up” programs and a sixth was getting one planned.

The policy paper assigned Culture and Recreation the lead responsibility for the development and maintenance of an over-all government fitness policy and for improving interministerial co-ordination. The new fitness programs to be developed by MCR were to encourage communities to develop “comprehensive” fitness programs and to accept the responsibility for fitness in the adult population because it was not the responsibility of any ministry.

Five years after this set of policy initiatives, most of which were featured in statements of the minister in the legislature in 1976, 1977 and 1978, the ministry has been carrying out a reappraisal of its directions in fitness, the main thrust of which has been serious consideration and nearly-expressed intentions of getting current programs transferred to operations outside the government.

Rather than direct programming, the fitness endeavor within MCR would fix more and more on consultation with business and industry and in working up a stronger information base, particularly in terms of usable print materials and “kits”. The avenue of employee fitness programs would be more strongly pursued, including a “newsletter” for industry. The “awards” program would be taken to higher levels and a deal would be contracted with a mail-order house to retail information and clothing and the articles of awards, etc. A heavier PR program would be sponsored and “co-ordination” with other ministries, governments, and interested outside parties would be pushed. Courses to turn out more fitness leaders would be stepped up, including finding better means to get people into courses for leadership. A sharper interest would be taken in surveying and testing in order to raise the quality of the data base and to keep track of progress. The mobile vans and their fitness-testing staffs would continue to be operated by arms’ length regional agencies.

There is little or no mention in the internal documentation regarding fitness, subsequent to 1976, of either the concern, or the intimations of great progress possible, dependent upon the inculcation of a sound, deeper awareness of fitness and how to achieve and retain it within the school system.

What happened to the mid-70s zeal (as expressed in cabinet documents) that the schools were where most of the fitness money was going and the schools weren’t doing the job?

We realize it is easy to carp with generalizations about the school system and the educational leadership demonstrated by the Ministry of Education in our fields of physical education, sport, and fitness. We also realize that there are scores of schools with dedicated physical education teachers, principals who give fitness and sport much support, and boards which demonstrate through hiring and the equipping of facilities that they give our subjects, including fitness, a high value and priority. It remains true, however, that the weakest links in the age chain between the younger children who are essentially fit, through the ages from nine and ten to the younger adults who are being increasingly caught up in the pursuit of their personal fitness through the popularization of it in terms of life-style, are among adolescents and late teenagers, one might say in the span from grades 6 to 13.

Elsewhere in this report we've expressed our pessimism (given the redundancy syndrome, given the slit trench mentality of so many in education, particularly in the high schools) that there could easily be a wave of enthusiasm sweep through Ontario secondary schools for physical education and sport. The elements for such a wave are simply not there, in the ministry or in the teaching

profession. The only way it could come about is if the cabinet decided there should be an all-out effort in Ontario, concentrated in the schools, to *insist that every student possible take part regularly in physical education and sport activity throughout his or her school experience*. We recommend this but we do so with a timorousness created less by a lack of bravery than through a belief that the layered tiers of practices, traditions, and just plain inertia within the system, would slow, pinch off, and finally choke out the programs which might result from such an initiative.

By 1977 Fitness Ontario had the following "thrusts":

- Fitness assessment
- Leadership and education
- Employee fitness
- Research and evaluation
- Promotions and award.

Within each of the areas of thrust, several distinct projects were undertaken and funded by a variety of methods as follows:

COMPONENT	PROGRAM	CATEGORY
Fitness Assessment	<ul style="list-style-type: none">• FitTest — 6 vans — 30-40 staff — subsidized tests — high visibility	Transfer payment
Leadership and Education	<ul style="list-style-type: none">• Fitness Leadership Course	direct program
Employee Fitness	<ul style="list-style-type: none">• Conferences• Research• Promotional Materials• Personnel Presentations• Resource Kit• Advertising• Support grants to Industry	direct program transfer payment direct program direct program direct program direct program Wintario
Research and Evaluation	<ul style="list-style-type: none">• Thunder Bay Community Fitness Campaign• Numerous contract research projects	indirect assistance (consultation) transfer payment
Promotion	<ul style="list-style-type: none">• Paid Advertising (radio)• Posters• Exercise Breaks at Blue Jay games• FitNews Newsletter	direct program direct program direct program
Awards	<ul style="list-style-type: none">• FitFive Program and Family FitFive Program	direct program

Throughout the fiscal years of 1978/79 and 79/80 Fitness Ontario was granted a significant budget by the Ministry of Culture and Recreation to launch a relatively “visible” program of considerable impact. Both ministerial statements and opposition questions in the legislature show a “high visibility” and a widely-approved opportunity. In keeping with increasing government restraint on spending, however, some of the most visible programs have been withdrawn or changed in status in the 1980/81 fiscal year. Ministry commitment to FitTest, for example, has significantly dwindled and the FitFive Program has almost disappeared.

This “pulling back” has occurred to the detriment of those individual programs and the communities who were engaged in them. It must be stated that some positive effects do remain from provincial government activity in the fitness field (defined as those agencies and individuals in the private and public sectors who provide goods and services to meet the market demand for fitness). We have formed the opinion from seething comments expressed to us by some in the “delivery agencies” which Fitness Ontario has contracted with through transfer payments, that such agencies were put at risk by the reduction or withdrawal of support after a year or so. While one accepts the year-by-year nature of government budgeting and estimates, *we would recommend as a rule of thumb that no agency, such as the YMCA or the Boy Scouts or a university, be engaged as implementors of programs (such as FitTest) without a clear indication that the contract is guaranteed for at least two, and perhaps, three years.*

Without reservation it can be reiterated that Canadians, including Ontarians, have an increased awareness of fitness. Fitness Ontario will have to join with PARTICIPaction in receiving the credit for this general increase. The advertising efforts and promotional campaigns have been dramatic and extensive. While both have been competing for the public’s thought about fitness, credit for reaching Metro Toronto goes to Fitness Ontario.

Fitness Ontario and PARTICIPaction have stimulated the development of many private agencies and facilities by increasing the public’s awareness and hence need for goods and services in this field. In fact such consumer demand has been one of the principal reasons for the phenomenal new and still growing “fitness industry”. Fitness Ontario efforts have zeroed in on additional contributions through the training of fitness leaders and its extensive work in employee fitness and fitness opportunities in the workplace.

If lessons can be learned by initial efforts, among them would be the following.

- To be successful, fitness programs should be long-term. Individuals/organizations need assurance that programs in place today will be here tomorrow. Governments, to date, have found such commitments

difficult. It is important that they, therefore, carefully define their roles which should not include programmer/author.

- *Governments are effective catalysts.* The promotion and support of worthwhile causes such as fitness are complementary with the expected role of government. In this regard government need not feel there is any perceived or real conflict between private-sector investment in fitness opportunities and the responsibilities of municipalities, the educational system and governments.

While general thus far, this review of Ontario government’s involvement in fitness was intended to position the more specific comments to follow.

It is not a question of *should* the government be involved but rather which ministry and what should be the role:

1. Should the government *legislate* fitness or active health? No!
2. Should the government provide actual programs reaching directly to all citizens or to some recognized element? No! except through government’s involvement in the educational system and particularly the grade school.
3. Should the government educate, inform, promote and ensure there is an awareness of fitness benefits and the opportunities to attain them through other private and public agencies? Yes!
4. Under which ministry should such latter activities be placed?
 - Education?
 - Culture and Recreation?
 - Health?
 - Labour?
 - Natural Resources?

The answer to this is not as simple as the first three.

Ministry of Health

One can make an excellent case for fixing “fitness” as a concept promoted by government within the *Ministry of Health*. The opposing arguments would relate to the purists’ definition of health as freedom from disease. It is stated that you can be healthy without being fit but not fit without being healthy. Fitness, therefore, really is *active* health.

While standards, testing and the determination of fitness and its levels obviously fall within medical science and its techniques and practices, the total responsibility does not. Yet the Ministry of Health must be an active partner in the preparation and dissemination of fitness materials and programs. The Ministry of Health stands to gain

from an association with “active health”. Firstly, the positive approach to health is more fun and easier to promote; and secondly, there seems to be every evidence that the health bill (disease bill) would be greatly reduced if we were all fit.

Ministry of Labour

Fitness Ontario has opened up, entered and shared developments through consultants in employee fitness and to date, quite successfully. Employee fitness, while encouraged by Fitness Ontario, has some connection with those efforts in the Ministry of Labour addressed to the “quality of working life”. While there are clear limits to who can be reached by employee fitness programs, few would argue they haven’t worked. We’d note that the government itself hasn’t a policy or program for the fitness of its employees. This has been well discussed apparently, to the cabinet level, and any action was put aside because a critical, even acidulous, public reaction was anticipated. (The sort of: “My God, what else will these workers be getting?”)

One of our recommendations is that an inter-ministerial committee on fitness look more closely at the Ministry of Labour’s role. The reason stems from the fact that union organization and activity falls largely under legislation ministered by the Department of Labour. Of course many large employers are not unionized, and we know that to this date most unions have not involved themselves much, certainly not in terms of the “contract”, in “on work-site” programs, and facilities for fitness. Yet, if such programs are to spread and become a regular and beneficial force, union interest should be as positive as management’s.

The Ministry of Labour’s interest and involvement in fitness is confined to the workplace. While important, this is but a part of the total need. In passing, we offer the opinion to the minister that Wintario grants should not be available to employers in general with the narrow exception of those who would experiment with models on a temporary basis. Certainly Wintario grants going to employers seem inconsistent with the heralded notion that Wintario’s client group is the community. Further small business loans available to entrepreneurs willing to establish fitness opportunities in communities should be accommodated in the existing system.

Ministry of Education

In terms of facilities, trained personnel, and leadership, it’s overwhelmingly clear that the educational system, including each of its four main levels, has the most to promote and program of all “fitness” courses and groups.

Unfortunately, neither Fitness Ontario nor any other agency bent on fitness has been able to develop a close, widespread, positive interchange with education. Elsewhere, we recommend physical education be made compulsory in high schools and that strenuous efforts go into improving the capability of good school teachers in fitness, recreation and sport programs. While the Ministry of Education should be a participant in the inter-ministerial committee on fitness, it would not be our choice as “the lead” ministry for fitness, behind Health and Culture and Recreation. The publics serviced by the educational system do not expand to the universe. While absolutely critical as a delivery agency, the system’s scope has limitations as serious almost as the defeatism so pervasive in it.

Ministry of Natural Resources

We listed the Ministry of Natural Resources earlier both because it has such large, direct and advisory roles in outdoor recreation and because even a mugwump can foresee the increasing trend to use of our “land and water”. From jogging, to cross-country skiing to orienteering to nature hikes and bird watching, the future becomes clearer, including the sharpening need for good husbandry and management. ‘Per se’ MNR is only rarely likely to be responsible for “fitness” research, planning and education, but it has too many talents and resources at call not to be an intrinsic part of a long-range provincial policy and process for fitness.

Ministry of Culture and Recreation

It is bootless to become paranoid about the association of fitness with sport and recreation. There are some arguments to hive it off elsewhere. There is every reason to recognize that sport and recreation organizations touch and serve the same individuals who need and desire fitness. For whatever the motivations (and they range from social to appearance to feeling good) individuals want to “get fit” and they do that through the recreation centre/sport organization of their choice.

Fitness is physical. It is a more efficient state of the human body beyond simple good health. Fitness mobilizes an individual in good health (i.e. free of disease) to increasing levels of activity performance efficiency. No other ministry’s mandate is broad enough in terms of client groups or closely linked to the subject matter.

Some consideration has been given within MCR to the creation of an arm’s length organization called the Premier’s Fitness Council, or a quasi-government agency, called the Ontario Fitness Council, which would “market” fitness programs (raising revenues for its operation) and deal more easily and fruitfully with so-called private sector operators in the fitness field than the ministry itself can.

This proposition seems an elaboration in extrusions which is probably premature and, even more likely, unnecessary — “premature” because there is still not sufficient evidence that all the ministries and agencies within the government with a part of play in fitness have ever been gotten together and kept together for long enough to develop a coherent, understandable policy. We have the sharp impression that after 1975 those responsible for developing fitness got ahead of themselves with progress in testing and awards before they had a whole fitness concept thought out.

Further organizations that are “spun out” become ends in themselves. The justification for existence becomes equally as important as the contribution.

By way of summary our recommendations are:

- The government of Ontario should maintain an active role in fitness.
- The government’s role should be in areas it can deliver, namely:
 - promotion
 - catalyst
 - funder of available opportunities
 - informer
 - co-ordinator,and not as programmer developer or deliverer. The consequences of the latter in a short-term environment are drastic.
- The Ministry of Culture and Recreation should play the lead role at the ministry level in fitness. While not owning all pieces, as we recommend each ministry deals with its own expertise (e.g. Labour, Employee Fitness, Health, research/promotion etc.) MCR should co-ordinate and guide the furtherance of fitness.
- Fitness should be a part of the existing mandate of MCR. It is not timely to create a separate, distinct organization.
- The government should recognize the importance to community life of locally-developed programs that meet local needs. When entrepreneurs are prepared to set up programs the availability of small business loans in this industry is worthy of consideration.

The recommendations seem simplistic. Certainly nothing earth-shattering has been stated. The field of fitness is not earth-shattering. It is a fundamental reality.

Education

Introduction

Only one network in society enjoys the privilege of hosting a captive audience during some of the most critical years of an individual's life. From the ages of six to sixteen as a minimum, youth spend approximately 1200 hours per year under the guidance and direction of one of the province's educational institutions. Further, it is one of the few networks that, consistently and by mandate, services all regions and localities in the province.

Our analysis touches all four levels of education: primary, secondary, university, and community college. It is important to note that government at two levels are involved: municipal/local and provincial.

While many of them may be inadequately prepared to do all required of them, primary school teachers seem to be the most receptive to learning new subject areas, pursuing knowledge, and adapting to changing needs and requirements. The secondary school teachers of today, as a generalization, appear somewhat oppressed by their work environment and occupational instability. The mood is set by declining enrolments and the redundancy which follows and an over-all inertia. The result is concern and preoccupation with job maintenance and certainly not concern with improvement of the standards of performance or with any innovations.

Our universities, aside from their problems with base funding by the province, are autonomous units, each determining its own destiny and process of education. The athletic associations of the universities collectively have one organization. Within this organization, people understand the need for the universities to be open, flexible and offer areas of study suitable to the need of the community as they relate to sport. Further, we sensed that there are many in some of the universities who are ready for co-operative programming in coaching schools, athlete development, fitness testing centres, practical research, etc.

The community colleges, even more so than the universities, are open to change and innovation. Their principal mandate automatically moves them out in to the community and many exciting programs are underway already. Experimentation is fairly easy. At all times during our study, the reception at community colleges was ready, and anxious to get on with contributing. They recognize both the importance of sport, fitness and recreation in the college life of the student and the imperative that they should act as leaders in the communities in each of these areas.

People in organized education usually will state that its goals relate to the development of the whole person, that the worth of the individual is paramount. The educational system advertises the provision of opportunities to pursue excellence and develop one's potential to its maximum as a total person.

Educational institutions are in an enviable position. Their facilities, resources and their student bodies are sought after by many segments of society. The support afforded to education both financially and in a policy sense by the Government of Ontario makes it vulnerable to public opinion and public request.

Sport, fitness and recreational organizations and individuals are panting at the door of the educational system in Ontario. They need their facilities and want access to their captive audiences. Further, the given community support for education and the consequent access to, and availability of, expert talents in the community would be tremendous assets to these groups. So many outside groups believe that within the hallowed and (as they see it) overprotected environment of the educational system there is "the opportunity" for mutually beneficial co-operation.

This attitude is not a surprise. Frankly, if those people servicing our citizens in sport, fitness and recreation did not see the educational environment as a potential partner in their pursuits, we would have been disappointed.

It was discouraging to find that the attitudes within the primary and secondary educational environment are a critical deterrent to such potential partnership. In the Ministry of Education a parallel defensive, threatened, and insecure attitude also seems pervasive. In the field, in particular, among those involved at the secondary level, the teachers with whom we were in touch seemed full of fear and gloom. While economic "restraint" and declining enrolments with its associated "redundancy" are contributors to the dourness in much more than just our fields of interest, certainly a lack of directives and clear mandates about sport and recreation explain some of the hesitant or negative reactions we got. Such a gloomy situation within school education, and the obvious penchant for "buck passing" in the decision-making process between boards and the ministry would make a large-scale, Ontario-wide meaningful partnership virtually impossible between organized education and organized sport and recreation.

Much responsibility for the direction and future development of Ontario's society and economy is in the hands of our educators, yet one result of decentralization and the board-controlled system seems to be both a purposelessness and a fox-hole syndrome.

Sport, Fitness and Recreation in Education

Education pays at least lip service to sport, fitness and recreation. In the elementary school, physical education is compulsory. Indeed in some areas it is even compulsory daily. The classroom teacher, with little or no training in the field conducts his/her version of physical education simply with the guidance of the curriculum guideline. To those who pursue courses and thereby equip themselves to present the essentials — hats off! To those who don't — our youth are the victims of 'ad hoc' instruction by the unqualified.

At the secondary level, physical education is optional. Just when an individual requires activity to guide them through the difficult, developing years and to provide alternatives to beer and drugs, it is stopped. The body or the physical "shell" into which all other more important learning is dropped is given the opportunity to deteriorate and often the individual becomes totally unresponsive to any mental stimulus through a weakened physical condition.

The after-school programs are an ongoing subject of debate. Questions such as: "Do the teachers volunteer their time to coach?" "Are the schools responsible?" are raised by the unions when negotiating time is near and then die on the vine. At the university and community college level, the ministry is adamant that no money coming from the government to these higher learning institutions is to be used to support any form of athletic program. Such support is to come from the institution itself, from other funds or from the user. Such activity is not considered the prime function of a higher learning establishment.

Fitness should be placed into the learning process at an early age in order to become integrated into "life-style". If physical activity is eliminated totally, taught poorly, or limited offerings are available, the process of becoming fit will likely be rejected.

A key individual in the Ministry of Education pointed to the fact that during times of economic restraint quantitative measurement to assess the worth of government spending is fashionable. But educational benefits are tough to measure. They generally require longitudinal studies. In a short-term situation such as restraint, the tools for measuring are often turned to job positioning only. In one sense physical education is lucky. It is able more easily to satisfy the measurement requirement. With the creation of appropriate tests one outcome of the physical education classes can be measured. While recognized as only one of the benefits, fitness is *the essential benefit upon which all others are realized*.

Our over-all capacity and energy for work and play is directly proportional to our state of "active health" or "fitness". In addition to satisfying economic, quantifiable needs, fitness levels are desirable as ends on to themselves.

Education is not giving adequate attention to this life-style requirement. In a recent interview survey (July 1980) 15 of some of Canada's top ministerial experts in physical education indicated the following significant facts:

- Elementary and secondary school students are unfit generally.
- Girls, particularly in secondary school, are the most unfit and/or obese.
- As school children advance in age and grade level, their fitness level decreases.
- There are no available tests with acceptable norms-/standards that are Canadian-wide and take into consideration age and the attendant growth and development processes.
- Such an important subject is taught at the most influential level of education by untrained classroom teachers. When the student finally reaches an education level where physical education specialists are available, the subject is optional. Depending on the previously established interest and/or motivation, the secondary school student may/may not participate. Further, because of the type of training received by the physical education specialist, most of the teaching is based on competitive sport programs and not of interest to the uncommitted.

The lack of understanding and commitment by our province to fitness as an integral ingredient to over-all health and performance in our educational environment is clear — truly an incredible attitude when one considers the current efforts in this area by our provincial and federal ministries of health, welfare, labour and recreation.

This is a rather bleak situation. When society requires more than ever, bright, alert and fully-functioning individuals, our most important system for shaping and firming body and mind is figuratively turning its back on the physical development and fitness levels of the citizens of this province.

Educational institutions should be the leaders and directors of our life-styles, always providing the example. No other institution of society except the family can so effectively bring about change and instil values. Today, the laying of a groundwork in our educational system for a "fit Ontario" is not being done well.

Physical Education ↵

We insert this comment on physical education to help explain why more hasn't been achieved.

Physical education as an organized discipline with professional schools of training and formal positions within the staff or faculty makeup of schools and colleges, arrived and settled into the educational system rather late. Like many late-arriving disciplines (for example, psychology and sociology) leaders of formal physical education put great emphasis upon training, qualifications and standards. This is a natural part of seeking to be taken seriously and deserving of a place within the circle of the university and the pantheon of educational subjects.

It was also very natural that physical educators would be aware that too much emphasis on sport and sport competition and coaching could make them vulnerable to the charge of being frivolous or lacking in seriousness. It was only natural that their emphasis should be towards hygiene and fitness. These two subjects, or objectives to be attained, have had high value in a society with great concern for productivity and with a high seriousness at its centre, particularly at its centre of economic values — a seriousness which doubted the merits of anything called “play” or “leisure” or even “recreation”. One of the sad consequences of the need for “physical and health education” to work its passage in the university, was a first, heavy emphasis on “academic” content, as against physical activity. In time such a distinction led to splits as the field, within the universities, “*hared*” off after kinesiology and recreology.

One of the most bothersome questions that keeps arising to any enthusiasts for sport activity for all is why those who would seem to be the perfect allies within the educational system for the promotion and direction of sport have been such small help, indeed in many cases have seemed to radiate a hostility towards more and better sports activity in the schools.

Many teachers of physical education who have made sacrifices in time and talent for sport in the school, well beyond those made by teachers in other subject fields, may take offence at these paragraphs. We'd ask their forgiveness and also ask them to join with their colleagues in physical education to ponder the question: Why have we and our field and its merits made such a comparatively small impression on the schools and the educational system as a whole? Or, if they would like to frame the question more positively: Where does physical education stand today in the Ontario education system, particularly as a force in support of sport and physical recreation?

Several years ago through financing from the federal government, the physical educators of Canada, in their nationally organized form, prepared a report on the state and needs of physical education in Canada. Our general criticism of the thrust and recommendations of the report was a very simple one. Although we recognize that the federal government funded this study, and thus it was understandable that the report should have been addressed to the federal minister responsible for fitness and sport, the majority of the recommendations were also couched as though the federal government could do something with them. It's at a fairly rudimentary stage in higher education in Canada that one discovers sections 91 and 92 of the BNA Act divided many responsibilities between the federal government and the provinces. Since 1966, when the federal government severed its last direct cord to universities, all levels of organized education in Canada have fallen under the aegis of the provincial governments. Yet here was a group of educators with recommendation after recommendation which required response or action through provincial institutions and authority, making its requests and demands to a government without any jurisdiction! We tend to take such a contradiction as evidence that organized physical education in Canada has yet to develop itself as an effective, powerful influence.

Ministry of Culture and Recreation/Ministry of Education

In the same government, two ministries are dealing with the same subject matter in varying ways. It is important that their respective roles should be enunciated clearly for economic efficiency and to guarantee some cohesive delivery to the user. Culture and Recreation is designing programs and opportunities for participation in activities that will develop sound bodies. Education is delivering programs aimed at the development of the total individual — a sound mind in a sound body.

While cerebral development is almost the exclusive domain of formal education, in the recreational/physical area there is a joint responsibility and yet, at the ministerial level, there is no structure or forum for exchange and joint efforts.

While one ministry is spending the taxpayers' money on programs to raise our consciousness level about fitness and its values, the other ministry is saying we cannot monitor such programs in our schools as we just can't interfere with the local boards. The projection of Board autonomy is declaratively more important than the content and quality of the programs they offer.

While one ministry is using taxpayers' money to develop the field of coaching, which is simply a specialist form of teaching, the other ministry states that they cannot interfere in the competitive aspects and the preparations for school athletic activities. There is no clear understanding at the secondary school level whether teachers must provide, or the schools must provide, coaching for the after-school program.

In some places a lot of co-operation exists at the community level and many fascinating experiences are occurring there. While not uniform and consistent, in pockets of this province the school boards, municipal recreation departments, and to a lesser degree the sport governing bodies, are finding co-operative approaches to what they offer to be rewarding and efficient. There the customer, whether parent or athlete or coach, is no longer confused regarding where to go for which program. The approach to the services provided in these areas is integrated. This approach works particularly well in the area of adult education.

Where it is not occurring, there are several programs in adult education offered at varying prices. Because many delivery agencies offer the same course so often, almost all have to close down due to shortfall in enrolment. A pooling of the registrants into one offering would have given it life.

No role model for this co-operation to occur exists at the top. Further, the communities are crying that what policies do exist both in Culture and Recreation and in Education are not only not co-ordinated, they are not consistent. The community colleges, for example, do not understand why they are treated differently from the universities.

There's an obvious reason we are mindful about our concern at the quite grim, defensive attitudes we found in both the ministry and out in the boards, with their schools — and not just in reaction to the propositions and wants of those in our fields of interest.

Our thesis in general in recreation and cultural matters is that the local neighborhoods and communities, largely through their municipal governments, should express their wants and define their needs, not that they should be given a package as a matrix from the ministerial centre. It's at the centre that advice, consultation, models, and program material should be available for the local school communities. It's at the centre one should have the incentives and the criteria clear and ready for those who want the incentives — usually grants — to enhance their local programs and the quality of their staffs. We believe that in the past decade with a few exceptions usually related to an outstanding enthusiast for sport and fitness at the ministry, there hasn't been much more than inertia. That is, in the ministry-board relationship as we see it in terms of sport, coaching, fitness, etc., we're more concerned about ministerial inertia (a becalmment if you want it put mildly) than with the boards. There, in their profusion, and with their thousands of teachers, there's also much inertia, but the Ontario scene as a whole is laced with some exceptional local leadership and activity.

Perhaps the most difficult dilemma to measure is the role of the teachers' federations. In defining the roles, and the qualifications of teachers necessary for such roles, they seem to have reached a midway point on whether anything beyond basic classroom teaching, such as managing or coaching intermural and extramural sport, should be required of their members. There is clearly a movement both to make such work as part of the contract and to put a price on it. If such work and income is seen by the "unions" to be open to an influx of volunteers from outside organizations, or to "specialist" coaches, something like a threat to teachers and jobs can be foreshadowed.

This introduction has not been kind or generous to the educational system of Ontario. To show this is not the blunt reaction of someone blinded by the radiance of their own field of interest, let us step to one side to review the matter of "outsiders" wanting to "crunch" the system.

Anyone who has been engaged in teaching in Ontario for any substantial time is aware that most communities, including the larger community of the province, have a host of interest groups and associations which want to advance their cause, seek recruits or understanding or some kind of legitimacy. It is a rare one of such groups

Community Colleges and Universities

which does not want to break into the school system with its worth. Foresters and ecologists want to enhance conservation and broad understanding of their renewable resource. Scientists often sense that if they could only get into the schools with an organized set of messages they could gather excellent talent for their field and, in time, the kind of public understanding which would support a high technology and rapid economic progress. Business organizations such as the chambers of commerce believe that one of the primary needs of our society is to convince children and young people about the basic role of the profit motive and free enterprise. And educators well know the long public contentiousness over the opportunities, even rights, to be given various parts of organized religion in regular access to schools and students.

Given this pattern of various pressures to obtain a place within the schools and their curriculums, it is perfectly understandable that educational officials and teachers will take the critical attitudes expressed in this inquiry as merely evidence of one more of these pressure groups which has been ignored or rejected taking out its chagrin by punching up the educational system as insular, cautious and unimaginative.

Our thesis in response is to remind those in education of the mind-body package which their own theories and principles recognize. Physical recreation and sport, as with nutrition and hygiene, are essential elements of physical education which is, of course, an intrinsic, regular part of what goes on in the school day right into high school, and after that is available on an optional basis. Simply put, coaching is a form of teaching, and technical information drawn from medicine and physiotherapy is part of the resource base which coaching and sports have in hand when they are well organized.

Our argument is not that coaches should supplant teachers; it is not that outside sport clubs or sports governing bodies should have an open mandate into the schools and their students; rather it is that coaching and its attendant resources should be much more a part of teacher training, and the school should be much more flexible and creative in using these talents which exist around most schools in the province in the form of organized recreation and sport.

A more comprehensive look at the universities and community colleges is necessary. The role of the universities and community colleges in furthering adult fitness, and in both participation and high performance sport, cannot be overlooked. Perched on the pinnacle of education and often the last formal contact the student has with the educational system, it is important that these institutions promote, encourage and offer opportunities for:

- personal fitness advancement;
- sport participation as a recreator and a competitor;
- elite or high performance sport development.

The community colleges, as stated at the outset, seem to have greater flexibility. The universities, while not as apparently flexible, are ready. Each university is an autonomous unit and we are encouraged by the open responsiveness and concerned commitment. The universities have been the traditional leaders in the educating of the physical. The early schools of physical education and such noted advocates as R. Tait McKenzie are continual reminders to the university educators today that they must contribute. Sport and fitness require a far greater sophistication and attention than ever before imagined. The ability for practical, usable, scientific research is the exclusive domain of the university. Where else could one find the staffed expertise, equipment, facilities and disposable well-funded time?

The universities and community colleges are ready but to an extent are spinning wheels. They require firm direction and specific "causes" to pull them forward. Certainly the financial granting process from the ministry described earlier does not encourage creative action. Rather it discourages, stifles and strengthens the oppositions' argument that activity is frivolous. The athletic programs and community-reach opportunities are the responsibilities of the individual institutions. There is no collective encouragement.

The power of people is a fascinating phenomenon. Leading from a resource and attitudinal position of strength can mobilize and energize tremendous efforts. There is almost an armed readiness at the battlefronts of these two higher learning institutions. This climate is an opportunity. It is pleading to be used.

Everyone likes to feel their home, their friends, their country want them. Students ready to pursue further education who are also student athletes are looking for service. For them financing is important. It always will be and if they can receive financial benefits by going to the U.S.A., they'll go. But in a 1980 survey provided by Karl Totzke, Athletic Director of the University of Waterloo, three other significant reasons are cited as

Co-operation between Sport, Fitness and Recreation, and Education

things which students are seeking that Canadian Universities are not providing in abundance:

- better competitive programs;
- better coaching;
- improved recruitment.

In another section of this report the financial issue is covered; there is also a fuller discussion on “athletic scholarships”. The recommendations in that section are conclusively in favor of the students’ needs.

We also deal later with coaching schools and the training of coaches, as well as National Training Centres. These two concepts provide specific direction and involvement for the universities and community colleges. They provide opportunities to mobilize energies and talents of existing systems and to service the student athlete.

The universities and community colleges could again become leaders. They are in a unique position as “trend-setters”. A top-down influence is encouraged in the educational system when sophisticated training and conditioning and recognition for student athletes and coaches are acceptable at the top.

In many communities across the province co-operation between the school and organized recreation and sport does exist. Together, school boards and municipal recreation departments in particular have collectively pooled:

- human resources,
- facilities and equipment,

to ensure:

- better use of school facilities;
- a natural community focus on activities;
- accessibility for all members of the community;
- less waste of the taxpayers’ dollars by generally monitoring for duplication in facility and program.

What is not occurring, except in the odd and rare case, is adequate co-operation between the school boards and the sport governing bodies. Co-operation is required in both facility usage and program development and implementation. Students attending school are involving themselves in both school sport and the programs of sport-governing bodies outside school. The two involvements often conflict and the student suffers. Generally the scenario is as follows:

“The student athlete who is talented, excels and joins a club activity outside the school is no longer considered a student athlete. He/she often cannot compete for the school and is not acknowledged by the school in any way. At an age (secondary school) when peer acceptance is critical to growth and the development of self worth, separation of school and after school activities should be avoided. At the least, the perception that a student is a student athlete should be created regardless of where he or she chooses to compete.”

While those who administer sport programs want to co-operate with the schools, there’s a general and obvious reluctance on the school side to enter into any such agreement.

To some on the outside, it is simply that they seek available facilities at a cost in keeping with their pocket books. Others want the opportunity to provide materials and input into curriculum development to do with physical activity and sport. The latter is particularly true of those sport governing bodies which believe they have developed a substantial technical expertise and materials worthy of inclusion and use by teachers and schools in the curriculum. Most of those outsiders dedicated to sport and physical recreation believe that all children should have worthwhile learning experiences in their field — ones which will encourage both the emergence of top talent and lifetime attitudes towards fitness and participation.

Recommendations

In our estimation there should be a more complete approach to co-operation, dealing with:

- facilities and equipment,
- curriculum development,
- the integration in a workable way of the after-school program of the school with those operating under the jurisdiction of the sport bodies.

The roadblock is in attitude. Educational personnel hold a rather false and usually jaundiced perception of the sport community (i.e. the sport governing bodies) as being *only* highly competitive. They see them as ruthlessly competitive and elitist without a fair concern for the individual. There is unfortunately a widely extended myth among principals and teachers that, because a coach is committed to high performance, he or she does disregard "the person". The educators, in their defence of the individual, proclaim this to be unacceptable and in conflict with their mandate. Without any investigation the door is often closed to discussion and what could (and should) be some exciting co-operative effort on this. Simple Simon ground that sport coaches, zealous for victory, forget the athlete as a whole human being, something that is impossible, given the principles and mandates of education as led and applied by trained, professional teachers.

With the above as background and at the risk of appearing simplistic ourselves, we make three principle recommendations:

1. That physical education specialists be mandatory in each elementary school

The beginning of the learning process determines much of our future conduct. Positive attitudes to health, fitness and activity coupled with a solid basic conditioning and competitive sport program should be the fundamental right of all Ontario children. *"Life-long respect for the physical is the basis of life-long respect for self."*

During the formative years each youngster has the right to the best teaching available. Physical education is a specialty subject requiring insight from a number of related disciplines. It is better taught by an experienced teacher in an apt setting, than read about and/or delivered while dressed in street clothes "talking at" the children.

Attitudes are developed through imitation, example and involvement. The teacher delivering the physical education message must be prepared to demonstrate and be part of the exercise in a complete sense — *including enthusiasm.*

By employing a specialist in each school, the classroom teacher would have a built-in resource. This individual could both teach and where necessary aid and guide the classroom teacher. Up-to-date material and in-service training programs could be introduced into the school through the specialist.

With redundancy of teachers looming so large one must expect the leaders of education to be searching for new employment and new vistas. Why not consider employment of "redundant" teachers in areas such as physical education? Why not raise the siege (or the siege mentality) long enough to consider that much progress in fitness and creative physical activity is attainable now? It might boost morale and enhance the community repute of teachers.

2. That physical education become a compulsory subject in the secondary schools

Teenage youth require activities that provide real alternatives to the opportunities which encircle them today. Beer, drugs, lethargy are three of the killers of full and rich development in youth. Active programs of challenge and excitement which dwell on peer relationships and provide opportunities for these to expand and fully develop are necessary. Of course, physical change is rapid and natural in teenagers and often the pace and scale of growth explains the lethargy and much of their obesity or flabbiness. Poor nutrition and a low level of physical action compound this. It's so easy for adolescents to get caught in the circle of drift and passivity — being entertained or filling time.

Sport

If physical education is compulsory, it must also be creative and exciting. It must aim at the age group and their needs. One “body” subject among the many “mind” subjects can provide the welcome relief and the needed change to the daily routine. We’re aware of the Ontario studies which show two rather disparate parts: firstly, the more active, physically-fit students do better academically; secondly, many of the less fit or the awkward students, from experience, say physical education and its teachers cater to “jock” types, not to them.

3. That the necessary co-operative links be established at the ministerial level

It should be embarrassing to government that there hasn’t really been any ongoing co-operation between the Ministry of Culture and Recreation and the Ministry of Education at a level senior enough to make an impact on issues of mutual policy concern. If our educational system should accept the challenge of serving the public more directly and so open both its facilities and its processes to public scrutiny and input, then the provincial government surely should be the “role model” and the “leader”.

4. The Development of Fitness Tests with Acceptable Standards/Norms

The Ministry of Education in co-operation with The Ministry of Culture and Recreation should commission the development of fitness tests with acceptable standards/norms using the expertise of CAHPER and PARTICIPaction. A full scale program of testing should be a requirement in the school systems at all years. *Someone must assume responsibility for the fitness level of Ontarians. What better starting point than the schools!*

It is much harder to present a coherent narrative on sport in the Ontario context, with any neatness about any beginning-middle-end, than it is when dealing with recreation and fitness.

There’s a multitude of pushes in sport and a determined continuity to this activity. There’s the round of seasons — the annual championships, the four-year cycle of Olympics, Canada Games, Commonwealth Games and Pan Am Games. There’s individual sporting activity, pure and simple; the local leagues; the national competitions; the sheer variety of sports; and, running through it all, often obscuring the amateur activity are the reiterated and much publicized annual rites of the pro sports — baseball, football, hockey, soccer, golf, tennis, horse-racing and so on.

We chose to begin with the federal government’s part in amateur sport (and to a much lesser degree, in recreation and fitness). This means some more repetition, and the separation of some analysis of sport as it relates to Ontario from the main continuity of Ontario government in sport which follows on this section.

Federal Role in Sport

A concise review of the federal role in sport demonstrates that the federal government took the first initiatives in recognizing amateur sport as a major activity and in supporting it. Other provincial governments, notably those of Ontario and Quebec, were close behind. Whether anyone in these latter governments would acknowledge it or not, it seems apparent that the federal leadership in its first programs became the catalyst for the provinces.

An excerpt from a speech made by Iona Campagnolo, the first federal minister specifically given sport (and fitness) as major ministerial responsibility, is a quick prelude for the story in more detail. In 1977 she said:

“National sport policy cannot exist as though there is nothing below the national level. Conversely, if athletes in their families and neighborhoods, or regional or provincial champions could not look up to national and international endeavors, it would be pathetic. That is, sport from the neighborhood field to the Olympic stadium is all one piece. There must not be artificial barriers put up. . . sport jurisdictions and responsibilities are shared and must be cultivated mutually and co-operatively.

“It would be nice to describe our policy to date as eclectic or pragmatic or one developed with caution. The truth is that we stumbled into most of our program in response to demands out there from the sports organizations, once they appreciated, to their delight, that after '69 we had a policy commitment to amateur sport.”

The first specific federal legislation, i.e. the Fitness and Amateur Sport Act, was passed by Parliament in 1961. By the '68 election campaign, when the prime minister, Mr. Trudeau, promised a comprehensive inquiry into the needs of amateur sport, neither the structure nor the spending was satisfying to sport people. The permanent officials were uneasy with all three of sport, fitness and recreation. As for the politicians, requests poured into them which seemed to be either ducked or only partially and slowly answered. If there was one general demand it was this: do something about the weak performances of most Canadians in international athletic competition!

Out of the prime minister's promise came the Task Force Report on Sport — 1969, chaired by Harold Rea.

As the government pushed towards the realization of most of the recommendations of the task force, the minister responsible for sport, John Munro, made two announcements on sport policy, the first in March, 1970, the second in May, 1971.

The first one, when encapsuled, stated that the federal government in sport could not be all things to all people. It would focus its resources on the national and international levels of sport and let the provincial governments and the provincial and local sport governing bodies do the job elsewhere.

The second policy paper rearranged the place of the federal sport and fitness effort within the Department of National Health and Welfare and created two bodies, Sport Canada and Recreation Canada. The split represented the continuing difficulty of developing, hand in hand, as it were, programs for sport, for fitness, and for recreation. (Later, Fitness Canada was created within the Fitness and Amateur Sport Branch, which, in 1979, had been moved from NHW to the department of the Secretary of State, and in 1980 to the Department of Labor).

A major policy decision was taken internally, without fanfare in 1970 and 1971. Simply, it was that the future federal role in program terms should not be implemented within a government department but through “spin-off” or “arms’ length” organizations such as The National Sport and Recreation Centre, The Coaching Association of Canada and PARTICIPaction.

Almost simultaneous with these moves, the awesome task of the '76 Olympics faced Montreal, the Province of Quebec, the federal government and most of amateur sport in Canada.

Appointment of a “Sport” Minister

In 1976 the prime minister created a minister of state for sport and fitness. In announcing the appointment Mr. Trudeau made it clear that such a minister would not necessarily be a permanent thing; rather, Iona Campagnolo would seek to complete the policy initiatives of the government in sport and recreation and finalize both the ongoing federal arrangements with the sports and the provincial governments and make clear the boundaries of federal policy in both sport and recreation.

On August 27, 1977, Mrs. Campagnolo stated that “It’s now time for a reappraisal of federal policy and for the development of a statement concerning it. This policy must not be one declared from on high by someone like me, but instead, be a policy structured following broad discussions with those most concerned.

“A Canadian politician is silly who evades or ignores the reality of jurisdictions — the BNA Act, the provinces, and the municipalities as creatures of the provinces! However, a federal politician isn’t worth his or her salt if awareness of jurisdictional rights makes us timid about doing anything.

“It’s true that amateur sport in Canada, by and large, is organized in imitation of the government of the country. There are national sports governing bodies, several score of them, many of which are federations (like Canada herself). Most national sports governing bodies have national competitions or national championships, and most have an opportunity or a responsibility to compete internationally. That’s where the federal government obviously comes in — nationally and internationally and that’s where our main mandate is obviously centred.

“You should also note that we do not have a national school system in Canada; that is the schools, including the universities, are provincial institutions; and I have no ready writ as a federal minister into the education system which is really the best delivery system available for the promotion of sport.

“Next month I will be releasing for the government a Green Paper on sport policy. Included in the paper will be details of broad program announcements I will make today or have made recently, as well as some new thrusts I think should be considered. Several of its propositions, particularly on the future structure and institutions for national sport in Canada, should open a broad debate to be shaped by the national sports organizations themselves.

“We will be taking part and listening. We will crystallize the main conclusions into our actions, most particularly on the relationships, including structure and financing arrangements, between the federal government and the sports people and their diverse organizations.”

The process heralded by Mrs. Campagnolo in 1977 had become a somewhat stalled farce by 1980. There came the Green Paper on Sport, then the Green Paper “process”, then a decision to draw up a “White Paper”, then the publishing of the White Paper (spring 1979), then the hesitations of both the Clark government, and then the returned Trudeau government, on what to do about the White Paper’s recommendations. The latter postulated a mighty national conference on sport to which the federal government would bring its propositions, perhaps in the form of a draft bill, for the federal role and operations in sport. Implicit in the Green Paper-White Paper arguments were the propositions that both recreation and fitness were separate and distinct from sport, and thus the clear role for Ottawa in support of sport competition, athletes and organizations at the national and international level did not have parallels in recreation and fitness.

The current minister of state for Sport, Gerald Regan, also heads the department of Labour. That is, after full-time ministers Campagnolo and Paproski, we are back to sport, fitness and recreation being a “back burner” for a minister with a much larger, and in this case, unrelated field. Mr. Regan has indicated that he is unlikely to go ahead with the projected conference or with any drastic alterations in the federal sports arrangements, such as an arm’s length corporation (embodying the national sports administration centre, the Coaching Association of Canada and the nucleus of sports consultants and administrators now within the Sport and Fitness Branch).

The Green Paper on recreation produced by the federal government in 1979 seemed to galvanize some resentment in provincial capitals, especially Quebec, and such a reaction led the then federal minister, Mrs. Campagnolo, to indicate that the government would focus its role in recreation so narrowly that it could no longer be considered an interloper in a field which was so obviously and jurisdictionally provincial. Her response, in turn, brought some outcry firstly from some of the smaller provinces which most appreciated federal programs and funds in recreation, secondly from recreation’s academic community, which holds strongly that the federal government must accept and man responsibilities towards national recreational standards, and for that research, liaison and co-ordination which has international and national imperatives.

Particulars on the Federal Programs and Ontario

The sum of all this about the federal government, whether in sport, recreation or fitness, is that it is stalled; there's no momentum, with no apparent initiatives in sight or likely, at least with regard to "organized" sport and recreation. (There's every likelihood if unemployment worsens that Ottawa will float more "works" and "jobs" programs such as OFY, LIP, etc. which will put people and money into communities for sporting and recreational purposes.)

The author of this inquiry is familiar with federal sport policy and administration. One way to describe what has happened since most of the early initiatives (almost all launched when John Munro was minister, 1968-1972): is to say that the federal part in sport, recreation and fitness has now been bureaucratized fully; any sense or feeling of further evolution in programs, process and structure has ended. The dynamic is gone and routine reigns. This judgment is not really contradicted by the flowing of contrary opinion over lottery arrangements between Mr. Regan and Mr. Reuben Baetz, the Ontario minister for Culture and Recreation who played a central role in 1979 in achieving the devolution of the federal lottery to the provincial in return for an "indexed" \$24 million a year.

We should pause here to recount the experience, and some data, regarding federal grants which have affected provincial activity or orchestrated projects and programs within the province.

In September 1962, only a year after the federal government commenced its new fitness and sport program, the federal and provincial governments (with the exception of Quebec, the Yukon and the NWT) signed a new cost-sharing program which was to last until 1970. This program followed from two federal-provincial conferences of deputy ministers and three meetings of provincial program directors in early 1962. In the first year of the joint program, grants were provided to the provinces on a non-matching basis. In May 1962, \$210,000 was provided by Ottawa to assist planning of the agreement; and in September an additional grant of \$250,000 was provided for provinces which signed the agreement. Each signing province received \$15,000, and a share of the unspent balance, distributed on a per capita basis. In the next fiscal year, 1963/64, \$1 million was made available on the basis of \$35,000 to each participating province with the balance distributed on a per capita basis. Under the one-year agreement, the federal contribution represented 60 per cent of the cost of approved projects, the provinces paying 40 per cent. (The federal scholarship and bursary programs were not part of this federal-provincial agreement, but were funded 100 per cent by the feds).

The purpose of this program, like the federal initiatives with the Canada Games, was to encourage the provinces to start funding provincial sport and recreation programs. At least during the initial stages the federal government would help them. Two main principles guided the program: while playing a supportive role and although there had to be approval in broad terms of projects which the provinces wanted funded, there was *no* federal control; secondly, the projects should relate to sport (not to fitness or recreation).

In September 1964, a new three-year federal/provincial agreement was signed with the same terms as the 1963/64 agreement. Before this agreement was to expire (March 31, 1967) an extension of the agreement was agreed upon for another three years, up to March 31, 1970. In 1968, when John Munro became the minister responsible for the program, he evaluated all the existing programs and decided to terminate the federal/provincial agreements. He felt the provinces had developed their own programs and were capable of standing on their own. (While this was the stated reason, his conclusions were far from reality.)

Perhaps he also felt Ottawa was receiving little visibility for its contributions and that the funded projects were "provincial", rather than national and international in scope. There is no doubt that he needed all the available funds he could garner in order to finance his new national sport thrusts, such as the national sports administration centre, the hiring of professional directors for the sports bodies and the establishment of the Coaching Association of Canada.

The phase-out allocation in the 1970/71 fiscal year amounted to a total grant of \$500,000 to all provinces (Ontario's share was \$95,992) and in 1971/72, \$337,184 was given to the Maritimes and the N.W.T. as a final contribution.

Many provincial spokespeople have complained about the termination of the program, saying that the federal action occurred without consultation or any consideration given to the needs in the provinces. Only Ontario and Quebec had really developed any significant programming of their own beyond this initiation program by the feds.

Ontario only used 66 per cent of the \$1.6 million made available to it in the period from 1962 to 1971 and it was only after 1966 that Ontario took up most of the funds available to it.

In the early '70s the federal government initiated several programs which gave grants to recreation, sport, arts and social service projects. These were:
a) the Local Initiative Program (LIP),
b) Opportunities for Youth (OFY),
c) New Horizons.

Some detail for the year 1972/73 of these grant programs gives some idea of their scale and diversity.

Local Initiatives Program (Ontario) 1972/73

Data acquired as of October 31, 1973, as provided by computer print-out at the time, indicates that 515 recreation projects were approved totalling \$12,191,233. (We don't have complete data for this year, or for other years.) LIP grants were placed in 10 categories, recreation being one of these. Perhaps 60 per cent of building construction funds, 50 per cent of lands, parks and forests funds, and 40 per cent of social services funds were also spent on recreation.

Estimates of LIP grants for recreation — Ontario 1972-73

1. Building — Construction	\$2,980,126
2. Non-building Construction	529,711
3. Lands/Parks/Forests	957,555
4. Arts/Culture	3,078,444
5. Education	192,362
6. Information Services	238,764
7. Social Services	2,402,296
8. Health	6,573
9. Sports and Recreation	1,722,309
10. Research	83,093
	<hr/>
	\$12,191,233

Note: All dollar amounts are estimates, and probably are conservative by 15 per cent.

Opportunities for Youth (Ontario)
(from OFY Catalogue June 20, 1973)

Total # projects	Projects identified as rec.	Total \$(000)	\$(000) for rec.
1189	807	9,504	5,632

OFY recreation grants (Ontario) by category 1973

1. Physical Rec.	\$ 351,887
2. Arts/Culture	1,153,373
3. General Program	2,087,817
4. Faculty Development	494,952
5. Tourism	110,585
6. Community Education	373,505
7. Social Development	303,251
8. Co-ordination/Liaison	173,024
9. Camping	365,495
10. Multi-category	218,676
	<hr/>
Total	\$5,632,565

New Horizons

\$1,645,002 was provided to Ontario by Health and Welfare between December 1972 and October 1973 for "recreation" projects.

Summary

Federal Grants used for Recreation by Ontario LIP, OFY, New Horizons 1972/73

LIP	OFY	NH	Total
12,191,233	5,632,565	1,645,002	19,468,800

So during this one year, the federal LIP, OFY and NH programs spent almost \$20 million on recreation projects in Ontario, as compared with slightly over \$1 million being spent via the federal-provincial sports payments between 1962 and 1970.

Provincial ministries of Sport and Recreation provided only a very small fraction of funding compared to what was available from LIP, OFY and NH. In Ontario, the Sports and Recreation Branch, Ministry of Community and Social Services budget for 1972/73 was \$6.5 million. From LIP alone, Ontario projects received \$12.2 million. While federal LIP, OFY, New Horizon and even Canada Council grants were (and are) much appreciated, they cause difficulties in policy and in the delivery system. When the programs were financed by matching grants, or were cancelled, then enormous pressure came on the province to complete financing for projects.

The experiences drawn from these programs identify some real difficulties which are likely to appear whenever federal ministries parachute programs to local groups.

Some of these were as follows:

- a) The magnitude of federal funding blurred the jurisdictional relationships between federal-provincial-municipal governments.
- b) The 'ad hoc' nature of these programs (i.e. to eliminate unemployment) caused temporary incursions on recreation policies (provincial, municipal) and then left a vacuum when financing was withdrawn.
- c) There was no discussion or resolution of federal, provincial or municipal roles in recreation and sport to allow the planning of an adequate long-range "system" for tri-governmental activity. The municipal and provincial governments can be accused of lack of effort in attaining a co-ordinated approach.
- d) The federal program was not always administered to the provinces' liking; there were late announcement dates and uncertainty as to what projects would be funded or whether they would continue to be funded. There was lack of local government input or any consideration of their priorities. There was last-minute shuffling of local government priorities once they found what Ottawa would support.
- e) Certain federal ministries (even Health and Welfare) initiated these programs without discussing them with the federal FAS branch. There were numerous examples at both the federal and provincial levels where ministries within the same government never discussed the common subject — i.e. sport, education, facilities, etc.

One former federal official, active in a senior position in sport and recreation matters, wrote to us that the "key problems in federal-provincial matters have been: communication; definition of clear goals; clarification of jurisdictions; co-operative development of programs by the three levels of government so that their efforts mesh; appropriate commitment of funds by all three levels of government to allow co-ordination to occur; solid long-term planning; and objective evaluation. Whether any of these points can be resolved satisfactorily remains to be seen. There is a very distinct variance in extent and quality of programming between the provinces. Ontario's Silver Bullet plan of 1974 and its 1976 Sportplan were never presented to Sport Canada or reviewed by that agency to our knowledge.

"The federal-provincial relationships can be accurately described as almost non-existent in recreation and only slightly operative in sport.

"There have been annual federal-provincial meetings between directors of programs, and sometimes two meetings a year. In recent years, the usual format has been for the provinces to get together the day before the federal meeting, to decide on which items there was consensus for pressing Ottawa.

"These meetings have not been successful in establishing meaningful dialogue or in planning, evaluating, etc. federal-provincial programs.

"There are two examples of relatively good planning and co-operative sharing of responsibilities between the provinces and Ottawa. The Canada Games Council, which is the authority for the Canada Games, is composed of three members from the provinces, three from the feds, three from the Sport Federation of Canada, with a federal appointee as chairperson. This committee has worked effectively in evolving the rules for operating the games. The feds pay one third capital and almost all the operating costs of the games, including travel and accommodation for all provincial teams, but the provinces stage their own selection trials and outfit their teams. There has never been any suggestion that this federal-provincial program should cease.

"The second successful program has been the Coaching Certification program. Ontario initiated the development of the first level of theory but when all provinces (except Quebec) wanted to use the program, Ottawa helped finance parts of level 1 and most of levels 2 and 3 theory. All financing for levels 1 - 3 technical (prepared by NSGBs) went from Ottawa to the CAC. There is provincial CAC council to decide the future, revisions, policies, etc., of the program. Implementation of the program is cost-shared between the provinces and federal government.

"There are examples where federal initiative or model has been "copied" by Ontario:

- a) National Sport and Rec. Center/OSAC facilities
- b) hiring professionals for SGBs, nationally/provincially
- c) national championships/provincial championships
- d) Game plan athlete support/provincial athlete programs
- e) Canada Games/Provincial Games

Roger Dion in 1974 commented that:

'Thus the major characteristic of federal-provincial-municipal relationships in recreation is not systematic, co-operative, communicative contact, and reasonably co-ordinated endeavors, but proliferating ad hococracy, governed only by political expediency, grantsmanship, the problems and opportunities of distance of proximity; the emergence of balkan-like regional pressure groups, and increasing urban influence.'

Future Federal/Provincial Relationships Regarding Sport

Can the federal government subvert any policies or goals which Ontario may have in the fields of recreation, sport and fitness? The short answer is negative. In terms of jurisdiction it is fairly clear that jurisdiction is not so much shared as that it hasn't any clear barriers behind which we can separate either federal or provincial rights. Aside from the obvious federal position in matters of national and international import, which are particularly germane in sporting competitions, the bulk of the activity and the resources of personnel and facilities are provincial or fall within provincial institutions or the statutory reach of the provincial legislatures.

It is worth repeating that sport organizations in particular, and recreation organizations to a somewhat lesser extent, have mimicked political organizations in this country, so at the national administration centre for sport in Ottawa we find mostly national federations, and at the Ontario sports administration centre in Toronto we find mostly provincial associations and, with few exceptions, national associations are federations of the provincial associations.

As in our political situations, this does not mean that the national association based in Ottawa directs or controls the provincial association in Toronto. There are subtleties in such relationships but, again, the parallels with politics are so obvious. It is the provincial association which gets more into the real activities of events and people.

There are a number of limitations this mimicry causes in sport. National plans with even standards are most difficult to achieve because they require the co-operation of 10 provincial governments and the federal/provincial governments. The time and resources necessary just to develop and energize the bureaucracy required for a national plan are inordinate. This underlies a lot of the inertia in the field. It underlines a point we will reiterate on a number of occasions: that you can't get much done in sport as a whole if you wait for a national consensus, and then a national program.

While the scene we have just depicted is regrettable, even pitiable, it is a matter to be recognized before one considers what the province could do or should do. While similar difficulties exist within the provincial bureaucracy and the provincial sports organizations, the whole ambit can be surrounded (figuratively speaking) and the various players can get together and work together more readily, and with less suspicion, than is the case at the national level. Therefore, we believe it is possible within the province of Ontario, through governmental and sports resources, to make some substantial advances in producing high-performance athletes and teams.

In other places in this report we discuss and make recommendations for provincial training centres and for coaching programs and athletes' support programs which would really complete the top levels of the system which begins with the kid at the park or the neighborhood gym, and peaks with the gold medals at the world championship.

If there is a choice immediately ahead — and we think there is — between putting the abilities and organizational skill of the provincial public service to work on creating a national set of programs for high-performance athletes and teams in concert with the federal government and other provincial governments, or taking the production and service components of sports and its ancillaries in Ontario and completing them, then we say take the second choice. It may be a bit more expensive in terms of dollars; it may not fit so neatly into the nationalism which is in each of us; and, at least to some extent, it may seem somewhat self-centred of Ontario to do it. On the other hand, it is feasible and some results should be apparent much more quickly than if we wait for more national leadership and better national programs.

Are there any important aspects of recreation, sport and fitness where joint action and co-operation is worthwhile between the federal and provincial governments? Yes.

Firstly, and most simply, there must be joint co-operation and exchange of information and research.

Then, in coaching, any aid for athletes and teams in national games (Canada Games), and in establishing more or less permanent training centres for elite athletes and teams needs joint contracts.

On the other hand, several of Canadian sports, particularly some "team game" sports, have developed something like "national teams-in-being", and more sports are planning to centre their international aspirations around national teams, where possible at a fixed location in association with some range of facilities and services such as a university or a community college can best provide.

At this stage when we have no unified, multi-sport organization in a magisterial position in Canada, it's obvious that each national sport SGB is the key actor in both developing a strong national team and the main agent in making the arrangements to fix it in one main place. Just as obviously, Ontario places will be considered, and because the federal government gives substantial support to national "teams" through aid to athletes, coaches and for travel, it should become a matter for quadripartite arrangements — the federal government, the Ontario government, the national SGB, and the particular Ontario SGB.

We would recommend that the Ontario government (through MCR) be always ready to enter into an arrangement, preferably for at least a three-year period, with an SGB and its provincial federation, and the federal

The Promising Athlete and the Governments

government, to help sustain such an operation. We think common sense should make such help flow through the provincial SGB, rather than through the national SGB or the institution where the team is based. The province should be particularly intent on arrangements which build in coaching development and the requirement for "apprentice" coaches in connection with the national team.

As we have argued previously, the federal enterprise in recreation, and in sport in particular, is becalmed. Ontario can expect neither any initiatives nor any great enthusiasm for Ontario suggestions from Ottawa. We advocate that the provincial government should deal in most sport matters which involve the federal government on a one-on-one basis and by short-term agreements. It is bootless to anticipate worthwhile national plans in sport in which all provinces participate equitably. To wait for such to happen is retrograde.

Perhaps the touchiest of all the arrangements in sport in which the federal government seems certain to keep a role, and in which the province has an exceptional interest, is in the recognition of, and the assistance for, the athlete and team of quality with national and international standards.

It is obvious that you can't keep the label of a province on athletes, who tend to go where the schooling is, or where the coaching and competition is. There has been, through the Game Plan and the system of "carded" athletes, a good pattern based on several levels of aid for athletes related to their performance.

If the federal policy in future should fix on supporting well the athlete of obvious world class, or with such as a minimum potential, then we believe Ontario could be more generous in funding the recognition and support of such athletes in their early stages of emergence and in helping their coaches or clubs. One of the most apparent but also controversial ways to do this, is through a fuller system of athletic scholarships and grants-in-aid, to be available to athletes in secondary schools, community colleges and universities. These are best if they are third-party offerings, in the main, to which the institutions are agreeable, rather than being scholarships and grants awarded directly by the schools or colleges.

If any of our community colleges and universities in Ontario wish to offer their own athletic scholarships or grants-in-aid (that is, by administering their own particular programs which relate to their own sporting endeavors, including teams) then we think the provincial government should be prepared to give them grants to help with the costs. However, we do not expect much initiative of this kind, given the attitudes of university spokespeople from Ontario, as expressed in deliberations of the Canadian Intercollegiate Athletic Union on the subject of scholarships.

Whom to Choose to Help?

Some years ago the author of this report took part in a first allocation of federal grants-in-aid-of-athletes. Several issues were much debated, for example, should economic need be an important factor in the allocation of such grants, or should excellence or capability be the prime factor? Even more difficult, what entitlement to grants should the various sports have? Should hockey have any, considering that it is a sport with widespread professional opportunities? Should Canadian football have any advantage or disadvantage in support, as compared with track and field or basketball, both of which had international or world frameworks of competition and standards?

Should the factors of region and ethnicity have any bearing? As explanation, the first committee had almost completed its assignments of grants-in-aid when it was pointed out that only two of the first 100 were ticketed for athletes from the Atlantic provinces, that less than 10 per cent were ticketed for French Canadians and that British Columbia, only one of the 10 provinces and representing less than a tenth of the total population, was about to get 35 per cent of the grants-in-aid. At the table there were aggressive protagonists of individual sports, and of regions. It was apparent to us that there was an advantage to those athletes from big cities, and to those from major clubs.

Most of such factors are encountered again in the disposition of support to athletes in Ontario. They exist in the current program. It is impossible to get a system of awards that is always equitable in both what persons and what sports get the backing. *We reiterate that we should reward most, through government help, the athlete and the sports which have delivered and seem sure to deliver the better results.* In sport, such results are championships and records and medals. Once the government decides to support athletics and sport beyond the recreational and the local towards producing the very best, then governments enter a situation which requires a flexible process in recognizing the standards of the athletes, the standards of the individual sports, and the comparative challenges or merits of the various sports. Obviously, neither Ottawa nor Queen's Park should apportion aid to athletes without co-ordinating with the other.

The Lure of the United States

There has been an issue in aid for athletes which has bothered both the federal and provincial authorities. For many years American universities have been recruiting athletes, including Canadians. The most obvious field has been in hockey, although the more interesting recruiting has taken place in track and field and in sports like tennis, golf, swimming, and gymnastics, in which Canadian universities have usually had minor or no programs, or in which the season for competition or even for practice is much shorter in Canada. Obviously any neophyte tennis or golf enthusiast in Canada knows that there will be much more natural opportunity in Florida or Texas than in Canada.

There is another minor point to this American alternative and that is so many American universities have easier academic entry requirements and offer many educational opportunities which are not available in Ontario colleges and universities. Is it fair to say to an excellent Ontario athlete that he shall not have government aid if he attends an American university when he can't get the same courses offered by it in Ontario, or if that American university and its locale offers him a much better coaching or competition prospect than he can get in Ontario? Our priorities should largely be to see that our athletes in Ontario, who are interested in both education and better performance as athletes, should go to Ontario colleges and universities and have our coaches and compete in our competitions.

We can't have local industry of a complex kind if we keep exporting our raw material for another country to process. But having stated that as a general proposition, some exceptions should be possible in those cases where it is so clearly to the advantage in attaining the best in competition and coaching through going to a foreign country.

If Alberta follows B.C. and puts in place and operates athletic scholarship plans recently approved, it's clear their universities will recruit quite a few Ontario students athletes.

Can Ontario Actions Create Lots of Winners?

This is not a rhetorical question.

Does the government of Ontario want to produce world-class athletes and teams in greater number?

If it does, it can be done, done with relative speed.

Does Ontario want to win the Canada Games every time they are held?

If it does, it can be accomplished. Ontario can do it largely on its own, without any great concern about federal involvement or co-operative or co-ordination. Of course, both goals can be achieved more readily and at a lower cost (though not that much lower) if Ottawa is providing strong, effective leadership and funding support for national sport.

Our thesis is that Ontario doesn't have to wait for the federal government to get its act together. Certainly, it should prod Ottawa but it is bootless to make it a whipping boy for things it can do on its own and well afford, if it wants results. All the components are present in Ontario except for the direct access to international competition; and this is not an insuperable difficulty simply because if Ontario produces the athletes and the teams, the national sport governing bodies will enlist them, as they now do. It is as clear as can be that the sister province of Quebec is determined to push ahead in sport development almost completely on its own. British Columbia is well along in its unique sport developments, and as we read developments there in the past decade, both the provincial government and the provincial sport organizations wait not upon federal leadership and funds (although they'll co-ordinate with the first and accept the second).

If Ontario will direct the sport leadership within the Ministry of Culture and Recreation to go out and attain the two goals mentioned above in five years, and give the modicum of funding required — say an additional \$25 million spread over the five years — it can be done.

Training Centres — National, Provincial, Regional

There is an understandable caution among federal and provincial politicians and their senior officials when it comes to details about where "national training centres" or "regional training centres" should be established; and when such people turn to consider what the components of such training centres should be, it doesn't get any easier. Training centres are not like nuclear waste dumps. There are people in almost every region who would like to have one, and because at least two (and probably three) orders of government seem certain to be involved in their realization, the decisions as to where and what become "political". Sport leaders are not much help in clarifying the where and what. Aside from their own regional biases it is not common to find synoptic and co-operative views in the constituency.

We have been involved in various considerations about training centres since the task force report on sport of 1969. Over all that period, about the only priority we ever met which seemed to get the reaction "that's common sense" was that the lower mainland of British Columbia deserved first consideration, simply because the climate offered two to four months more outdoor training opportunities than did the rest of Canada.

The only other priorities we have heard argued are these:

- a) Locate in the Ottawa/Hull region because it meets our bi-national needs, evades the Toronto or Montreal dilemma and makes an excellent natural fit with the location of most national sports governing bodies, their administrators and technical directors.
- b) There has been a widespread assumption among those interested in sports science and medicine that a basis in, or an association with, a major university that has the spectrum of scientific disciplines, including a school of medicine, is essential and this gives an obvious priority to Toronto and Montreal where such talents and resources are in abundance, and then to Vancouver, Edmonton, Saskatoon, Winnipeg and Halifax.

Enthusiasts at both the University of British Columbia and the University of Toronto have completed thorough packages of proposals which envisage something like a national training centre, with the emphasis on techniques, testing and sophisticated research and its practical application.

- c) At the University of Ottawa there have been proposals for some years that it should be the basis of one national training centre, and when one looks at the facilities and staff talents of the University of Ottawa and nearby Carleton University, the proposition makes enough sense to say that it meets nicely with the advantages of an Ottawa/Hull location mentioned above.

- d) The thesis behind the location of Ontario's ill-fated and much lamented Bronte enterprise was that lots of land and a good, ready location in the general centre of population in Southern Ontario were more important than existing facilities or cadres of people with expertise who would be in juxtaposition to such a centre in any of our few metropolises.
- e) There have been a few spokespeople who caution that majestic facilities and the buildup of research staff are wrong-headed, given the fluid nature of sport and the wide diversity and the needs of athletes and/or teams of the various sports. Better, it is argued, a score of locations across Canada which are recognized as places or institutions which will welcome national teams, or house and support the national coach or a number of national coaches, or provide on a regular basis for a regular fee continuing facilities and programs for testing.

Against the pragmatic and flexible advantages one can see in the last mentioned proposition, one must set the fairly natural Canadian tendency to seek a big or several big monumental institutions or repositories. We suggest to the minister and the Ontario government that it encourage the federal government if it wants to begin to put millions into a national training centre for sport or several of them, that it begin in the lower mainland of British Columbia and then give Ottawa/Hull the second priority.

For Ontario's own purposes, we would give a considerably lower priority to establishing a major provincial training centre with largely new facilities and staff, in favor of supporting those universities and community colleges which indicate a readiness to deal jointly with the ministry in establishing training centres for particular sports at which master coaches can be based, at which some of the national teams may be located and coaching development courses and certification could be operated on a continuing basis.

We found considerable support in the cabinet itself for resurrecting the Bronte plan, first announced in 1974, then withdrawn in 1978, after land and plans were ready. Much as we see the appeal of one excellent provincial training centre for sport, it has a lower priority — below the coaching programs and the regional and special training centres we recommend should be fostered around facilities and local achievers already in place, or nearly so.

Elsewhere we touch on the will-o'-the-wisp or chimera which so many of us in sport have been chasing for many years: a single or "unified" organization which will speak for sport. We have searched for it nationally. We have searched for it provincially. Neither search has been very productive and we believe there has been a lot of waste in time and talent in trying to get a unity and a unified organization in a field of human activity so diverse, so competitive, and so repetitiously fugitive as sport. If this is

a perception drawn out of experience which is useful, then let us apply it to the issue of a national training centre or a provincial training centre. If one strips away the figurative "lame, the halt, and the blind" from the 70 to 80 nationally-organized and provincially-organized sports, one gets down to some 35 to 40 which have genuinely national strength and complexities in coaching, technique and athletic development, and which are demanding enough to justify concentration and more funding if there is to be more excellence and more winners. Try to fit the 35 to 40 around one national or one regional training centre. Almost immediately you consider this, you begin to think, "Ah, there must be specialization; we will have an ice sports training centre; we will have a track and field training centre; we will have a training centre for the racket and court sports."

We don't want to seem too negative about either national or provincial training centres. Another perspective we have out of experience is that most worthwhile and progressive developments of the past decade in sport have grown out of enthusiasts at a local base, much more than they have from conceptions developed within government and sport bureaucracy and instituted after a rational process of decision on where and what should be allocated.

Another perception we had was that the concentration at both the national capital and provincial capital of the administrative headquarters of the national and provincial sport governing bodies would inevitably lead to a cross-fertilization of ideas and programs and an almost literal bursting forward in unified enthusiasm — which hasn't really happened. The advantages of sharing the same building and the same services to the same standards required by the respective governments has hardly been fruitful; certainly far short of the expectations of those of us who promoted the conceptions of excellence through joint housing and services.

Federal Training Centres?

Last June Mr. Gerald Regan, the federal minister of Labour and the man responsible for "Fitness and Amateur Sport", announced he had appointed Robert Hayes, a fellow Nova Scotian and a university athletic director, "to examine the establishment" of national and regional sport centres. Mr. Regan stated that he considered such centres "the key to the future development of our athletes and of amateur sport in general in this country".

Well... seeing will be believing, should be Ontario's response. It was notable in the press release that Mr. Hayes would work "in close co-operation with provincial governments and Canadian universities."

Should long-term arrangements be made with universities to act as locations and provide the physical resources and the ancillary talents (sport medicine, testing, etc.)? Should "national" coaches be based at these national training centres? Of course, the issue is of prime concern to the government of Ontario. It is our view that Ontario should make it clear to Ottawa that it would prefer that any national training centre of a permanent kind located in Ontario be either a wholly-federal or a wholly-provincial enterprise. At this stage it's clear that organized sport itself is not capable or ready to plan, create and run well a national training centre for general use. This is not true, of course, if such a centre focused on just a few sports — say swimming pool and gymnastic sports.

It is our recommendation to the provincial government that it postpone dealing with the federal government on joint contributions to such centres, and also postpone any revival of the big, one-shot Ontario centre (Bronte) in favor of trying to develop with several universities and community colleges a few regional training centres for Ontario. (Of course, a regional centre, say in Windsor, might also concentrate on being a "one sport" or "blended sports" centre for the whole province).

The Coaching Association of Canada (CAC), the Sports Information Research Centre (SIRC) and Sports Halls of Fame

The Coaching Association of Canada was the brainchild of the late Lloyd Percival, surely the most indefatigable missionary Canadian sport has ever had. It tells you about the caution of Canadians that Lloyd made his first formal presentation on the idea of a coaching plan for Canada to representatives of the federal government before the outbreak of World War II! And he kept coming back, again and again, particularly in the early post-war years, boosted with the proven success of his radio sports college. But it wasn't until the momentum of the federal task force on sport (1969) was coupled with a federal minister intent on carrying out its recommendations (John Munro), that a presentation of Percival's was accepted as the embryo for the Coaching Association of Canada in 1970. His old idea was crystallized into existence. (It was almost archetypal Percival that he quickly became critical of his conception because its directors decided that in the early stages it must concentrate on getting its act together as a base of real technical authority, rather than as immediate catalyst for the coaches of Canada.)

The Coaching Association of Canada is largely funded by the federal government, although it increasingly has expanded its revenues from the sales of its materials and services. It is based in Ottawa and among other things offers:

- a wide battery of technical materials;
- appraisal of aspirants as technical directors of sport governing bodies and a personal resource for these directors;
- the national coaching program, including the preparation of five-level programs for most of the major sports;
- a videotape, film and film-strip service and bank;
- the growing data bank (stored in computers) of its off-shoot organization, the Sports Information Research Centre (SIRC).

The Sports Information Research Centre was launched with the full support of the federal government and the understanding was developed at an early stage when questions arose about the comparatively high cost of developing the centre that the government would retain the right to take it over as a resource of its own if the position of SIRC vis-a-vis the CAC ever came into doubt.

The two organizations represent already the highest-quality base of technical material, first in terms of a working application of it, second in terms of straight, up-to-date sports information in North America. We underline this quality for several reasons. Firstly, there isn't any need for a province to try to duplicate either organization so long as they retain independence and keep to their goals of serving the entire sporting

community of Canada. Secondly, the provinces and both national and provincial SGBs have already had the advantage of the CAC in getting the coaching certification programs drawn up and under way. Thirdly, the CAC and SIRC have the freedom and flexibility to enter into contract arrangements with the provincial authority in Ontario, or with any of the provincial SGBs, or with any future provincial training centres, or any major multi-sport clubs which may develop in Ontario cities.

Insofar as federal-provincial relationships in sport go, we recommend to the Ontario ministry that it expand its current liaison with the CAC so that it has a fuller understanding of developments and administration requirements at the CAC.

It would make good sense in enhancing an already valuable national resource useful to Ontario coaches and athletes if the provinces were prepared to help fund the extension of specific CAC programs or services for which Ontario discerns a special need.

Among the services the government of Ontario should sponsor is the provision of computer display terminals in a number of locations in Ontario which can tap SIRC and its data base in an ongoing way. Indeed, the information access project of MCR should be reviewing the possibility of linking with the SIRC base at some future date. Coaches, athletes, students, academics and sport administrators, of whom there are many thousands in Ontario, should both be aware of this base and have ready access to it where they live and train.

It's almost needless to say that the ministry should encourage the federal government to continue its support for the CAC and SIRC.

Sports Halls of Fame: Canada's Sports Hall of Fame, located on the CNE grounds in Toronto, is a special case for the understanding of the Ontario government. It shares a building and visiting crowds with the Hockey Hall of Fame. In essence it is an independent, private, non-profit corporation, the brainchild and largely the product of a number of Ontario leaders in sport, particularly Harry I. Price, a one-time Ontario athletic commissioner. It gets much of its financing through the municipal level of government. It is a real economic asset, as a tourist attraction. The Hall has had much smaller amounts from both the federal government and the Ontario government than from the CNE and Toronto. Its memorabilia and heritage material grows and gets more valuable with the years.

Because most of the other provinces have their own sport shrines the question has come up repeatedly in recent years among Ontario sports people of creating an Ontario Sports Hall of Fame or a combination provincial sports hall of fame and sport and recreation art gallery. Indeed, one of the elements in the charter of the Ontario Sport Foundation is the potential to create such a provincial hall.

Is this a sound idea? It is in terms of a strong sporting heritage and many great athletes and teams to honor. Yet there is a strong case against one, largely because Ontario already has the two halls at the CNE (national sport and hockey) and the football hall of fame at Hamilton. Ontario sports endeavors, witness football and hockey in particular, have tended to be national in expression at the level of top excellence. Therefore, few exceptional Ontario athletes of the past are missing from the recognition and the files and memorabilia of the three halls in the province. It seems common sense and honest frugality to avoid a lot of duplication by letting the three national halls in Ontario serve the province. If an Ontario hall set out to cover those missed by the other halls it would not have that much to portray, and if it duplicated all those in the national halls there would be a lot of overlap. On balance we would recommend against the provincial government encouraging a provincial hall of fame for sports, and place its help behind the three national shrines in Ontario, particularly Canada's Sports Hall of Fame, because the Canadian Football League and the National Hockey League back substantially their respective halls. *We would like to see the ministry sit down with the board of Canada's Sports Hall of Fame and the CNE directors to open discussions on a proposition for an Ontario awards gallery in association with the present hall.*

It might be best if we made some points in favor of sports halls of fame because there is some cynicism about them, both among sports leaders (especially in those amateur sports without a professional element operating regularly) and with the general public. Sport has been, and promises to continue to be, a very crucial element at the folk and sentimental level for most communities in Ontario. It's as strong a strand but less noted or remembered as our legislative history. It does project heroes and successful men and women of the past for our young people to emulate. It is also a means of awarding a durable recognition to the athletes and builders, and we should underline here, the volunteers of sport. Further, a well-managed and conceived hall of fame is an attraction to tourists and thus a commercial resource.

Some Ups and Downs in Ontario Government's Plans for Sport

It's important that our readers understand that this inquiry came at the end of 10 years of rapid developments in Ontario sport and recreation, in most of which the federal and provincial governments played lead roles and the latter, in particular, spawned a number of initiatives and plans which rose and fell. Therefore, one task of judgment facing the inquiry is to explain the failures within the context of substantial change and really great progress (if one measures it in terms of facilities put in place, or hosts of people roused to involvement in recreational activity and, almost as impressively, in competitive sport.)

To put the foregoing in another way, if one can take a bird's eye view of Ontario in 1980 and compare what's going on, in terms of quantity and quality in sport and recreation, to what was there in 1970, the differences are staggering. Yet, there are some failures or initiatives which petered out. Although the decade was both rich and fertile, particularly in sport, almost too much was underway. It is neither surprising nor terribly disappointing that some plans collapsed or that the provincial government backed away from several of its enthusiasms.

It may become repetitious in this inquiry, but it is worth stressing: sport *is* diverse; it encompasses tremendous energies and drive. It is not a field of human activity in which a spirit of co-operation and calm, reasonable, understanding usually reigns.

The five most notable failures or withdrawals in the period were all initiatives begun within the provincial government.

There was "the Silver Bullet" of January 1974, a most impressive plan for the provincial future in sport. While it was largely drafted within the Community and Recreation Branch it was circulated in the senior levels of government as "A Sport Policy for Ontario" produced by the Interministry Committee on Sport and the Olympics. The label, Silver Bullet, was applied later, perhaps because the senior level of government found that it could not bite this bullet. It was too costly. At the remove of six years this seems a superficial explanation for a pigeon-holing of the Silver Bullet. At least in the opinion of this inquiry, it seems to have been a practical and sensible plan. A more realistic explanation for its pigeon-holing than its price tag was the intimations which were beginning to emerge in 1973 and 1974 about

the creation of a new ministry of recreation. This is not a lament for the Silver Bullet, more a reminder that the leadership of the time within the government was able to take up this far-seeing plan for sport programs and for the relationship of the government with sports organizations, projected for a five or six-year period ahead.

It would slight the authors of the Silver Bullet, particularly R.E. Secord (now A/D/M, MCR) not to mention that of the 25 recommendations in the paper, 12 were rejected, several were given only cursory examination, and 10 were implemented, at least to some degree.

Bronte

In 1974, as the Silver Bullet was bouncing around the bureaucracy, the premier was announcing a plan of great magnitude, the Bronte Sports Centre. It has been one of the report's recommendations that Bronte was to be a provincial sports training and fitness centre of high quality and great scope — a world-class institution — located just off the Queen Elizabeth Way between Hamilton and Toronto. Between '74 and '78 (when the project was finally killed because of a policy of financial restraint) architects, sports administrators and technicians worked out a most thorough plan with a price tag of almost \$35 million. This had been approved by Cabinet. Rising cost projections between the approval and the actual starting date of the project brought the issue back to Cabinet.

It is clear to us, from talking to the participants in the decision, that there was something close to majority support for Bronte in the Cabinet; indeed, even in 1980, there is a substantial element in the Cabinet which would like another run at the Bronte project. However, the decision in 1978 was taken at a time when the government was closing hospitals and gearing with great purpose to squeezing the lid on spending programs. How could it close hospitals and at the same time launch a Taj Mahal for sport? We loaded the previous sentence with the epithet "Taj Mahal" for more than emphasis. There will always be an element in Ontario society — an element with roots back to Calvinist forbears and a long committal of generations to the Protestant work ethic — which sees sport and recreation as frivolous at heart and not worth any priority in the organized affairs of communities.

Remember that the Silver Bullet was an internal exercise, whereas the Bronte plan was public and identified very much with the premier. When we emphasize the pragmatic nature of the operations of Ontario government, Bronte is an example. It is not often that a head of government proclaims a project widely, has it planned thoroughly, and then lets it drop.

Ontario Sportsplan '76

The next endeavor was a plan or "mechanism" or organization and process, not for a structure like Bronte, although it has several parallels with Bronte. It is known as Ontario Sportsplan '76. Again, provincial officials dealing with recreation and sport took the initiative in getting underway a project of discussion and interchange across all of Ontario amongst sport and recreation leaders. The idea was to come up with the best possible plan for the organization and the development of sport in Ontario. Over a 15 or 16-month period several hundred people were involved in scores of meetings; there were hundreds of hours put into drafting ideas onto paper and all of it was shaken down into an interesting document which moved to a conclusion in a huge flow chart depicting a model structure for sport in Ontario.

The model had great symmetry. It foresaw at least four stages or organization within sport from the local to the regional to the provincial, and then a special government-sport link at the very top. In retrospect it is clear to a critic that the developers of Sportsplan became so intent on structure and process that they forgot to bring along in their report any narrative of real persuasion as to how the structure should be made to work. In 1976 when the plan was turned over to the minister of the day he expressed enthusiasm and the intention to proceed with the implementation of the plan. Instead, the plan was pigeon-holed, much like the Silver Bullet. The unfortunate distinction, however, was that few outside the government knew about the Silver Bullet, whereas a real community of energy and zeal had gone into Sportsplan from some of the ablest people in sport and in municipal recreation. Another sad feature about Sportsplan was the abrupt, harsh, criticism of it by spokespeople for a few of the sport governing bodies such as ice-hockey. Their opinions centred on the over-elaboration of committees which would have a say in developing sport policy and programs which would affect the individual sports governing bodies and their "earned" prerogatives.

We make the point several times in this report about the discouragement in the recreation community over the Ministry of Culture and Recreation. The pigeon-holing of Sportsplan '76 was mentioned to us again and again as an example of wasted endeavor and poor provincial leadership. It was notable that this criticism came more strongly from those engaged in municipal recreation or as teachers and instructors in schools and colleges, than from leaders and coaches in the sports. The explanation for this difference is obvious enough: sports people tend to have short memories; their fixation is on competition or organization; and the turnover of their volunteer leadership is rather fast, especially compared to the greater permanence of recreation and educational staff.

Regional Sport Councils

We uncovered a big bag of recriminations and explanations on the failure of Sportsplan '76. From those disappointed, the typical question to us was: "Why did the government encourage us and fund us and then ignore our work totally when it was completed?"

The plainest answer to that question seems to be that at the level of the minister himself other matters of considerable complexity and difficulty were his priorities in the months following the delivery of the report, and at the senior bureaucratic level none of the people had any real familiarity with recreation or sport as participants. There was a real problem in understanding the complex structure and process advanced by Sportsplan; indeed, one senior official told us that he found it so complicated that after reading it three times he couldn't really understand it, so he came to the conclusion that it would be much too difficult to implement and extremely costly to support because there would be literally scores and scores of meetings throughout the year. In any case, Sportsplan '76 faded in the files of the government and this bothered recreationists more than it did sports people. Another reason for this difference, which we will return to later, is that some of the major figures in Ontario sport were busy with an organization which would have had a major place in Sportsplan, that is Sport Ontario.

Sportsplan '76 would have programmed a fundamental role for the regional sport council. Indeed, one might say the key element knitting the local activity to the provincial in organized amateur sports would be the regional councils, multi-body or multi-purpose, i.e. a consortium of all regional sporting organizations. Sportsplan assumed a provincial council and, of course, local sport councils.

It is clear from the internal documentation that in a very short time following the provincial decisions to establish regular funding arrangements for provincial sports governing bodies and to house them together (the Ontario Sport Administration Centre) and to create Sport Ontario (1970), the sport consultants within the government began to finger the regional sport council as a necessity which would bridge the gap between local and provincial and which would guarantee a relatively even and consistent development of sport across the whole province.

Some very thorough discussion and planning papers were prepared internally before the large external enterprise of developing Sportsplan got under way. It's clear to a sympathetic reader six years later that the consultants were struggling in their plans and projections. Much of their trouble, although it isn't always explicit in the documents was the sheer scale of organization required — and so of staffing, meetings, and funding — if the regional council concept was to fly. Also implicit in the analysis was the realization that going full-bore into provincially-sustained, regional sport councils meant there would have to be a goal (and some fairly rapid achievements) of getting much more massive participation in many sports, and this, the consultants seemed to realize, was not so high a priority with the leaders of the provincial SGBs as competition and athletes of distinction, i.e. elitism.

There was also an element of doubt as to how effective OSAC and Sport Ontario were becoming. A part of the vision, of course, was to tie in the regional with the provincial, and then to the national level. This is a familiar dilemma or aspiration in Canada and Ontario. We are almost instinctively conscious of the need to establish thorough bureaucracies which link from the local community to the national level, and so to a joint national endeavor in international affairs.

One subsequent weakness in the regional sport council plan in Ontario was the failure of the federal government in its work in sport leadership to get anything off the ground as a tie-in nationally. For example, the diamond on the crown of such a massive national system of sport development (from the individual in his or her neighborhood up through the local and regional and provincial councils) should have been a national sport council. Such never developed — for good reasons. There were a

The Local Multi-sport Club

number of bodies with some sort of national provenance or historical record: The Canadian Olympic Association, strong on its franchise held through the IOC; the Sport Federation of Canada (the successor organization to the AAU of Canada but no longer with its accreditation powers); the National Advisory Council for Fitness and Amateur Sport; and, of course, Sport Canada, the federal bureaucratic entity in sport.

Both Sportsplan and the sport consultants, in their work, envisaged an imperative need for professional and technical leadership of a high quality in the operation of the regional sport councils. This would have had a substantial annual cost and the assumption (on paper) that the SGBs at the regional level would join together in assuming such costs (or most of them) through various fund-raising activities, was probably unrealistic. Indeed, many of the sport leaders, intent on their own sport and its particular needs, could think of much higher priorities, particularly in getting well-supported coaches onto some local ground or building, or in developing sounder wider-purpose athletic clubs in many of the cities already developing athletes.

One consultant made some telling points about the regional sport plan, insofar as it was based on putting a paid field staff into place to make it work. He wrote: "To become involved in the funding suggested in this recent policy paper at the regional and area level for specific activity organizations is financially ruinous and also smacks of too much government control. . . . We would be adding, for example, 40-50 quasi-public servants to one area of the province to deliver a service that is presently being delivered by volunteer work. . . . There seems to be an underlying assumption that the nature of the activity at the area level will improve if we improve the administration by laying on additional paid staff."

In early '76 another internal document of the ministry showed the sport consultants of the ministry were canvassing among themselves another idea to further sport and fitness development in Ontario — something called "the multi-sport club on the local level". Envisaged were about 50 of these clubs in the larger population centres of the province. The analysis stressed the failures of the "unisport" approach, not only in the isolation of the athlete and the coach, but also in the failures of the individual sports to cohere, stimulate and support each other.

The opinion was registered that the unisport administration approach was represented by both OSAC and the separate arrangements for provincial funding and servicing of each provincial SGB, even though most of them were housed under one roof, was not developing quality in co-operation or in assembling the range of coaching, technical advice and servicing that the competitive athletes well on their way to excellence really needed. The point was made that the multi-sport centre could also be (indeed by its very composition would almost certainly be) a fitness centre.

It seems implicit in this analysis that these half-hundred multi-sport clubs scattered across the province would be at least partly municipal endeavors. Aid could come from the province in their establishment. Many municipalities had in their college and university facilities and personnel, and in the fields of sport medicine and nutrition, bodies of people who could be readily drawn into the operation of such clubs. It was argued that such a club would be a magnet for volunteers and could be directed on the basis of a group chosen or elected by the respective sports taking part in the operation.

This particular proposal interests us considerably because it shares our own doubts about trying to develop a highly-organized, provincially-backed system of regional councils and bringing administrative help into the gap between the provincial SGB and the local sports organizations. We concur that the prime needs are not so much administrative support but backing for coaches, jointly-used training and technical facilities and services, and athletic centres where the promising athletes and teams may get the full range of opportunities and testing and technical advice. Further, it could be gone ahead with, a few places at a time. The multi-sport club would emerge from local initiatives and resources; the municipal recreation leaders could be involved; the province could experiment to a degree with founding grants and operational subsidies for a run-in period.

Of course, the weaknesses of the multi-sport club spring immediately to mind for anyone long involved in sport.

Regional Leadership

Firstly, there's the terrific range of sports in Ontario which have reached the stage of producing top-flight athletes and teams: How to get all such sports at the local level into one club (not at the table, but simply in the facilities)? Secondly, there is the tremendous range in capability of the individual sports to engender volunteers and financing.

Perhaps the four top sports in Ontario at engaging volunteers (particularly parents) and at raising funds for operations are: swimming, sailing, figure-skating, and gymnastics. Obviously, it wouldn't be easy to create a stable, widely-useful multi-sport club which could provide balanced services and facilities even to those four sports at once. On the other hand (given an imaginative development and administration of facilities, coaches and technical services) something of worth might be possible for all four, and, of course, many others.

Perhaps the most embarrassing step forward, then retreat, of the period was a premature initiative that was sparked by the discussions presaging Sportsplan. In that discussion the problem came up again and again that it was very difficult for a provincial sports governing body to deal effectively with its sport at the local or community level. It was argued that the gap was at the so-called regional level, that regional leadership and planning was in many ways more important than provincial leadership and planning. How could you expect the sports governing body administration in Toronto to appreciate and serve well such disparate regions as Northwestern Ontario and the Niagara Peninsula? The Ontario government does in most of its departments and ministries, recognize the regional makeup of Ontario by arranging its services through regional offices.

In the winter of '76/77 the decision was made within the ministry to anticipate Sportsplan. The ministry would fund regional sports offices and a number of embryo regional sports councils went out and hired full-time people and launched such enterprises. Within a few months serious doubts developed internally as to whether there would be funds available to sustain such councils as they began to fill in across the province. Therefore, notice was given that funds were being withdrawn and all the regional sports councils with full-time leadership were collapsed except for two, one in Northwestern Ontario based in Thunder Bay, and the other based in Sudbury for Northeastern Ontario. These latter councils are largely sustained by funds from the Ministry of Culture and Recreation. They do a reasonably good job of tying together sports activity and the understanding and addressing of common problems in communities scattered over very great distances. The rather sudden rise of the provincially-funded regional sports council, and the abrupt withdrawal, has left more bad memories in the sports element of many Ontario communities.

Nodal Points for Sport

There is a very serious question about geography in this idea of a regional organization. There is a rather awkward phrase but one needs to use it — nodal point. The 1979 Quebec report on recreation and leisure talks a lot about something it calls “the natural community”. As we interpret it, this means something like the communities within a half-hour’s drive by car. The politics in Ontario of the last decade have been much enlivened by policies in the organization of municipalities and education which generally seek a broader-based community for organization than the simple base of the municipality. We refer here, of course, to amalgamations of school boards and regional governments.

Barrie as an Example

It is obvious that the patterns of our local recreational and sporting activity are just as determined as our shopping patterns by the handiness and the ubiquity of the automobile. Where there is concentration of facilities, clubs and coaches, there will be drawn the athletes and players. One can think of scores of nodal points for sport and recreation in Ontario. For example, Barrie is a town of 30-odd thousand, but it is a focus for another 70,000 people who live in adjoining municipalities. The natural community for sport and recreation in the Barrie area will probably touch or overlap with Orillia on occasions, but for co-ordination and planning and intelligent use of facilities for sport and recreation, the natural community around the nodal point of Barrie is considerably more important and useful in its effect than would be any sports council for central Ontario or even one for Simcoe County. If the government were to sponsor regional sports councils again on the basis of the ministry’s own regional organization, a few of the councils would really be for one natural community but several of them would not. For example, the eastern region of the ministry covers Metropolitan Ottawa, the Ottawa Valley, the United Counties, the Kingston region and the St. Lawrence Shore. Kingston is too far from Ottawa and vice versa for them to have much useful interchange on a regular basis in sport and recreation of an organized kind.

We think there is good sense and much efficacy in having sports councils in natural communities. We are very impressed with the work of the National Capital Region Amateur Sports Council. On the other hand it would be better, we would argue, that sports councils, or sports committees for “natural communities”, come into being through initiatives in each nodal point, rather than that the ministry should provide the conception of an interlocked web or matrix of such councils through the resurrection of the support and the funding of it, in whole or in part.

One suggestion made to us by two men with considerable experience in both recreation and competitive sport is based on a worthwhile expectation (to them) that the Field Services of the ministry would be given more

Consultation with Sports on Wintario Spending Policies

importance and a freer mandate and more staff. If the Field Services were thus bucked up, then each of the offices would be in the position of sponsoring an annual regional sports conference, merely a forum where those with an interest or a responsibility in sport could come to sound off, to broker with each other and to let each other and the ministry know their needs. It was suggested that within some of the larger regions where there are local offices of the Field Services Division such as at Dryden, or Kingston, or Sudbury, there could also be an annual area talk-fest. The exchange of ideas, the airing of beefs, the chance to button-hole responsible officials in the ministry or of any regional or local educational institutions would make a practical device for building an improved understanding of sport matters in Ontario. It would save the cost of sustaining permanent sports councils while at the same time it might well help the nurture of permanent co-ordinating organizations based on the natural communities.

We noted something quite intangible in the Ontario sport scene that we have hesitated to set out, partly because it is hazy, but more because it suggests an importance or significance to government activity that is greater than most of us would like. Let me illustrate this by referring to half a dozen well-developed capable sports organizations: take the Ontario Sailing Association, or the Ontario Section of the Canadian Amateur Swimming Association, or the Ontario Weight Lifting Association, or Orienteering Ontario, or the Ontario Association of Archers. It is obvious when you think of it — it certainly became plain to us — that the leaders and participants in these organizations had very little in common. There was little overlap in their membership and activities, even though they might be competing for the same basic prospects as recruits. There was really only one subject with a continuing interest which they shared as provincial organizations: that is, the policies, the programs and the funding by the Ontario government with regard to sport. Each of these organizations in their executive leadership and permanent staff as in almost every other of the 70-odd recognized sports governing bodies in Ontario has an intense interest in Wintario and its system of applications and grants.

This common and usually keen interest could have a binding effect; it could engender more co-operation among sports, and much more reasonable attitudes towards the role of government at all three levels and towards the sharing of government support, if it could be focused and allowed to interact on a regular occasion.

The grand dream for a dozen years in Ontario has been that such should take place through a multi-membership body of the sports of Ontario united together. Again, we are back to Sport Ontario, and, if you want the parallel at the national level, with the Sport Federation of Canada.

We have almost a compulsion to put federations together, particularly provincial federations and national federations. Sport got into this 113 years ago when our first major team game lacrosse was organized in a “national” federation at a meeting in Kingston. As Mr. Trudeau and other constitutionalists have reminded us in the political context, federations are terribly difficult to govern, compared with unitary states. Not long after lacrosse became a major sport, and rugby, football and baseball became strong in Eastern Canada, there began demands for the organization of a national sports federation. By the late 1890s one was in place.

“One Voice for Ontario Sport”

The longest continuity of such an organization was under the name of The Amateur Athletic Union of Canada. One should stress the word ‘Amateur’ because it was in policing the question of who was, or was not, a bona fide amateur that the AAU of C established its franchise. This franchise began to unravel more and more in the 1920s and 1930s as professionalism in sport seemed literally less awful, and as the standards of excellence in sport rose so rapidly that to meet them athletes had to give more time than they could afford if they were to earn a living from an occupation.

This disappearing franchise explains the breakdown of the old provincial and national federations in sport. The only major sports organization that has been left with any sort of powerful franchise of its own is the Canadian Olympic Association (it gets it from the IOC). It is no coincidence that this organization and its ancillary, the Olympic Trust, combine to make the most important and influential national group in amateur sport. Notice that the COA has a franchise and the franchise is event-centred. The last point is intrinsic to any continuity and currency for any sports organization that embraces more than one sport. If a sports body has not some licencing or franchising authority relating to competition, then sports people have not much use for it. Another attribute that it might have (which would interest individual sports) is funding or the prospects of getting some money from it. Again, aside from the COA and its Olympic Trust, the general-purpose, multi-membership sports organizations have done very poorly at raising money from the general public or from private corporations. Indeed, most individual sports organizations have almost no eagerness for joining together with other sports organizations to raise funds.

Since the three levels of government were drawn increasingly into the funding of sport, particularly post-1969, there have always been those in sports organizations who have argued that there should be one voice and forum and authority for sport, made up of sports representatives and not of government representatives, and the funds available from the provincial government, for example, should be delegated to a single body, such as Sport Ontario, to share. All organized sports in Ontario would be represented on Sport Ontario, and each would contribute through its representative to its policy development and its management.

In the late 60s when Ontario began to fund provincial sports organizations so that they could have an executive director and a technical director, and as these were housed together in the Ontario Sports Administration Centre, underwritten by the provincial government, there emerged advocates of an over-all provincial organization within government and out in sport.

It would take a number of pages to follow the lurching career of Sport Ontario in the 1970s. The failures of Sport Ontario seem to us more sad than really tragic. Sport Ontario still exists and it is only natural that those still active in it will take exception to the opinion expressed here that it has been a failure. We have to deal with an examination of this failure, as we see it, with some detail because one of our main conclusions is that the organized sports in Ontario are not ready at this stage to assume the responsibility for developing or running a provincial sport policy. There is nothing really mean in such an appraisal once you appreciate the diversity in sport and the often staggering differences in the capabilities and the needs of the various sports.

Now it is obvious that some sports leaders, particularly those who have been active in Sport Ontario, will say: “Here’s another damned socialist; he wants the government and a bunch of anonymous bureaucrats to run sport.”

It should be clear from this trial-and-error saga that we have been setting out for the last dozen pages that having government run things with regard to recreation and sport is not any guarantee of success. We would postulate as a goal for Ontario that in time there should not be any bureaucracy within government of any scale and making any decisions about who should or should not get funding or support. We believe that goal is at least six or seven years away, perhaps longer.

The Government-Sport Relationship

There isn't any acceptable substitute in Ontario society for the principle that people engaged in an activity should make their own decisions. We would not wish to give the Ministry of Culture and Recreation, or any part of it, any more authority than it has now with regard to sport, but if the province is to continue to support organized sport in both its recreational and championship aspects, it cannot give the responsibility for setting the standards and the formulae for that support to an arm's length agency, at least until there is very hard evidence of unity and purpose among the sport governing bodies of Ontario tied together by such an organization.

Two of the most experienced ministers in the Davis government gave us some advice on this question of arm's length organizations to which the government delegates a mandate and funds, and the authority to disperse them.

Both men said that their experience was that whenever such organizations ran into problems of difficulty, (particularly problems of disagreement over programs and projects or problems of who should get how much) then invariably there would be a public uproar and leaders of the arm's length authority would come beetling back to ministers and say "you make this decision" or "you must give us more money" and if such leaders do not do this, some of the constituents in the field would demand that the minister intervene and set aside the stupidity of the arm's length organizations.

"Don't create another arm's length organization for sport or fitness or anything else," said one minister, "unless there is a certainty in common sense before you that the leadership talent available is very able and the coherence of common understanding in the field of endeavor is strong." In candor we cannot say this about sport in Ontario. Anyone examining the past decade and the course of Sport Ontario would hesitate just as we have.

It's natural that politicians want as direct and simple a set of criteria as possible in the determination of which sports should be funded, and on what scale. And the government's officials also prize clear simple formulae; otherwise they must establish and monitor some complex standards and a never-ending screening process.

To this dual weight for simplicity, add the widespread acceptance in Ontario that people should be let "do their own thing" in recreational and sport activity. The combination leads to a general unwillingness to make stern value judgments, to "rate" sports or to state that some sports (say swimming and soccer) for various reasons merit more governmental support than other sports (say fencing and hockey). Thus, once a sport attains a minimum number of participants it's quickly over the threshold and into the government's house, figuratively-speaking, for room and board at the Ontario Sports Administration Centre. (In June 1980 there were 43 such sports and sports-governing bodies (SGBs) based at OSAC.)

Hockey as the “Leader” Sport

There is a remarkable diversity in the range of values these many sports provide. Whether you analyze in terms of costs or age or fitness or “carry-on” or the community involvement, you begin to see both choices, and the hard difficulty of choices; one is also reminded that our early history and more recent immigration policy have added complexity to any analysis of our sport. For example, ice hockey was originated between 1875 and 1880 in Montreal, the consequence of several factors, including the first large clean indoor skating surface in Canada, some enthusiastic lacrosse and rugby players looking for an off-season activity, and the “personal” factor — the presence at McGill University of a Nova Scotian with some experience in the bandy-like hockey played in New England by mobs of skaters using the frozen surfaces of lakes and bays.

The game literally exploded in the 1890s and by 1900 it was “the” focus of winter recreation across Canada, and professionalism at the upper levels of competition was well along. The competition for good players became intense — university or corporate or institutional pride was so ready to support the team or the teams.

Through hockey, hundreds of municipalities first got into recreation and the erection and operation of facilities to sustain the game and its teams. There was little questioning then, and little since, about the drawbacks of hockey as a sport to be given such an immense backing. It’s always been a costly sport in terms of facilities, and in the past 30 years more and more costly in terms of equipment, and with artificial ice machines and heated buildings, the operational costs are sky-rocketing. Further, hockey has a high level of injury; it tends to be of small appeal to girl or women players; it has an extra-ordinarily high participation level of boys between 8 and 14, and a phenomenal “drop-off”. Although the game offers marvellous action and tension for both players and watchers, it is not an excellent sport for developing fitness or physique.

One can’t see the Ontario sport and recreational scenes, community by community, without recognizing that hockey, far ahead of any other sport, gave us very early a national structure of competition and very much a national sport of consuming interest to the great public. The provincial government has responded to that interest by helping to fund, one way or another, almost every indoor rink in the province. Yet any rational man must recognize hockey’s inadequacies. It’s a poor “bang for a buck”; it’s not much as a conditioner; it’s played in large numbers by only a very narrow age range; it requires an inordinate number of volunteers and officials, and always seems to have a recurring bombast of charges, attacks, recriminations, and what could be fairly described as poor sportsmanship.

It’s much easier to ask the question why so much support goes to this barbaric game from the provincial and

municipal governments than to decide to slash such support and direct it to other, worthier, team games such as basketball, volley-ball, soccer, etc., etc.

We singled out ice hockey to illustrate the dilemmas in any political or bureaucratic evaluation of sports, and also because it almost always emerges as “the” obsession which angers or frustrates those in sports with less favor and impact. Again and again we heard from those antagonistic to hockey, and not just those in other sports. Recreation managers usually begin with their “hockey problem”. “How can we let one game so hog our resources and distort our values?” This question, in one form or phrasing, came up again and again. While we can’t answer such a question, in our analysis of hockey some of the toughest issues were plain for government-sport relations. Both the federal government and the Ontario government have spent more time on hockey as a problem than all other sports put together. Certainly, hockey has also taken a lion’s share of funds from all three orders of government.

The simplest, plain attitude of hockey’s leaders about the government-sport connection is almost literally to say: “Leave us alone and give us what we’re entitled to . . . without strings!” “We speak for hockey,” say the leaders of the sport or organizers in Ontario and in Canada. “We’ll run our own act, and clean it up ourselves, if that’s necessary.” It’s understandable, given the never-ending series of uproars over hockey and education, hockey and violence, hockey and sportsmanship, hockey as national expression, etc. that politicians and governments have been led into creating such devices as Hockey Canada and the Ontario Hockey Council in order to try for some order and sense in the sport, and just as understandable, given the traditions and nature of hockey, for its leaders to rebuff all such endeavors as persistently as possible.

The experiences of government-hockey are enough to set any sensible person to thinking that the two should not meet. Let hockey and other sport be completely a matter of the private individual and the voluntary associations which organize and run its competitions! Unfortunately, the two are intertwined, especially at the municipal-community level. Hockey is clearly the sport most subsidized by taxpayers in the province. Any justification for this at the local level is rarely raised, so powerful is the political whack of parents who have boys playing hockey. It’s been taken for granted in almost every Ontario community that the first fundamental facility to be provided for recreation and sport is the ice-rink. Of course, parents, and the players themselves, more than

Governments and the Sports

match what they give as taxpayers to the rinks, in what they put up in cash-spending for equipment and ice-time, a sum one would guess for the last season as totalling at least \$200 million in Ontario.

Both the federal government and the provincial government have been led into funding coaching development and support in hockey. The reasons were obvious. We were losing our front-rank status in the game to Europeans, particularly the Russians. It seemed clear that the latest progress in sport fitness, training, psychology, etc. has not been incorporated readily into Canadian hockey. Further, the more parents got involved, the more they realized that the game as a game and above all as something to win not lose, had outdistanced conceptions of thorough preparation, thought-out practices, and giving to all players a fair chance to play.

The idea that something “had to be done” took its usual Canadian shape, that the government or governments “should” or “must” do something about this. So national pride demanded federal involvement, and on and on. The Davis government, as a personality, is horror-struck at any intimations that it is socialistic and always ready to intervene. Yet, through the McMurtry Report (1974), the formation of the Ontario Hockey Council, and then through the MacPherson Report (1979), the government became both an active agent in hockey affairs and a critic of the way those affairs were being carried on. We think we know the answer of the government: Concerns were expressed. Parents criticized. Parents demanded... therefore we had to act. A challenge... then response. Not an initiative to suit a predetermined idea.

Our purpose is not to express the problem of hockey and sport in order to get mired in them, or to belittle the responses of the politicians. It is to underline how prickly the scene is; how unamenable to tidy methods of direction and control is the game of hockey. The tunnel vision of its leadership, intent on competition and cups this year, the conservatism about coaching and technical innovation, the bitter criticism against any outsider who makes a suggestion or draws a conclusion about hockey is really a microcosm of sport.

We have at least 70 sports in Ontario strong enough to be provincially organized, and almost all those provincially-organized are part of national federations. Since 1969 both the federal government and Ontario government have underwritten the administration of these national and provincial SGBs. They anticipated, indeed they’ve encouraged, the emergence of a “united voice” from these SGBs “to speak for sport”, and have been much disappointed.

The federal-provincial conferences of Canada have been love-ins, feasts of co-operation, when compared to what happens when sports get together. The bureaucrats of government are traditionally anonymous and most of them are anxious that their minister and his ministry should be seen in a good public light. Sport as a constituency, as an interest group, is terribly difficult for bureaucrats. Noisy, openly critical, rarely grateful, always wanting more! They’re jealous of other sports; obsessed with the immediate, they dislike planning, detest accounting for their spending (even of public funds). Sports leaders hate dealing with anonymous people and through paper presentations. They like personal identity and direct encounters. It’s easy enough, when you go over the situation, to understand why government desperately searches for a single voice of authority in sport to which it might delegate its rights and the funds it will allocate.

Often, only the politician senses the sheer scale of the numbers implicit in the government-sport relationship. More Ontario people than don’t, take part each year in some recreation or sport. It’s our estimate that between two and three million Ontario people engage each year in organized competitive sport, as distinct from recreational play. There are tens of thousands of teams, thousands of leagues, trophies by the box-car, trips to billions of miles. Anyone taking a print-out from the Wintario computer, just on the grants for travel and equipment to local sports clubs, is staggered at the teeming activity out there (and as seen in this data) being helped by government.

It’s clear to us that:

- a) this government (and any likely subsequent government) cannot disengage from an active relationship with the organized sports in Ontario.
- b) that the organized sports in Ontario are far from ready to let one organization, even of their own representation, govern their affairs and both make the case for their needs and dispense what the government provides them.
- c) that the relationship between the Ontario government and sport is most unlikely to be neat, comfortable and without contention.

Factors Involved in Sport Needs and Funding

- d) that the anonymous official of government is not the most suitable person to be the senior and last voice for the government, short of the minister, when dealing with sport, collectively, or sport by sport.
- e) that the government should always appreciate its limitations in providing sport with leadership and should direct its hopes towards finding that leadership in sport itself, notably by giving someone the authority to speak and spend for government who is at arm's length from the government and with a strong mandate, only limited by a time mandate.

Let's list some of the factors one might apply if you were a government official trying to "rate" or "judge" whether a sport merited support by government. Just keep five competitive sports in mind as you go down the list: hockey, swimming, fencing, gymnastics and sailing.

1. Physical activity required: high; medium; low
2. Cost of facilities
3. Cost of operating facilities for a sport
4. Intensity of use of the facilities by a sport
5. Cost of equipment
6. Cost of coaching, officials and administration
7. Age factors of participants: first beginning; main competitive years; carry-on possibilities
8. Numbers of general participants
9. Numbers of competitive participants
10. Capacity for growth in competition
11. Capacity to move to high excellence and world competition and standards
12. Historical and ethnic roots
13. Scale of public interest — fans, media attention, etc.
14. Quality (and capacity) of sports leadership — administratively — technically
15. Ability demonstrated to raise its own finances for
 - a) facilities
 - b) equipment
 - c) travel and competitions
16. Is it an international sport?
An Olympic sport?

Now let's turn to what sports need to buy and how they raise the wherewithal.

Most sport in an organized form, particularly when it gets into competition, needs more than the active bodies of its participants. Facilities such as fields or floors or ice; equipment such as sticks or pads or racquets or boats; officials such as referees, or umpires or linesmen; travel, and travel equipment; trainers and medical services; coaches or expert counsel — all such needs must be met, and often they require money or services which must be hired. Most of those engaged in sport in Ontario, or their parents, do expect to pay for their participation in sport, usually directly. And many athletes or their parents can afford to pay most of the costs, at least in the early stages in the development of athletes or teams. The "rub" comes where facilities are costly to build or to rent, or when the skill requirements get so high that intensive training, through coaching, and lots of opportunities for competition "with the best" are required. That's when sports and their leaders have turned to raising money or getting donations from governments and corporations. It's useful to set out this rather kindergarten explanation and the "Simple Simon" list below because there really are few of us with an overview about why sport needs help and how it gets it.

Funding for Sport

Sport may raise money in the following ways from:

- a) membership fees;
- b) gate receipts;
- c) training or coaching charges;
- d) profits on the sale of instructional items or equipment;
- e) parent or other individual backers;
- f) companies or foundations;
- g) governments;
- h) sale of advertising;
- i) sale of broadcast and film rights;
- j) profits on the sale of goods and services which have nothing to do with the sport;
- k) draws or auctions;
- l) entertainments in aid of — including broadcasts;
- m) fees fed back by professional leagues and teams.

While the list is long, few of the methods or means come easily, and their worth or utility varies very much from one sport to another.

Any organization seeking funds or goods or services from individuals or companies to help in its work faces some practical questions.

What is the basis of the appeal? For kids? For health? For community pride? For entertainment? For simple good citizenship?

Is there available a tax deductibility for the donations?

Should there be a straight verbal appeal based on genuine need or worth, or should something be offered? A draw? Or a contest with a prize? Or a tit-for-tat — so many miles for so many cents? Or a piece of goods like a chocolate bar or cookies or a service such as a car wash?

Is an out-and-out game of chance possible, say a regular bingo game?

Should the appeal be for money directed to something specific like uniforms or equipment or should it be general?

Should the canvass be personal or by post or by public appeal through the media?

What is the constituency we should address? Geographically? Age? Occupation?

Sport and recreation organizations, especially at the neighborhood and community levels, face most of these questions but there is an amazingly wide range in their respective capacities to tap aid in dollars, goods, and services. For example, take curling, golf, squash, equestrianism, and sailing. I don't even need to present evidence. You know those engaged in such sports are better able to raise funds, amongst themselves and through their

connections, than can those engaged in cycling, volleyball, wrestling or ice-skating. The former are what we call middle-class sports and they have a fairly high, economic threshold for beginners. They attract mostly adults. On a scale from one to 10, golf, curling and equestrianism are at 9 or 10 in their innate capability to raise support for facilities and competition. One would put boxing, cycling, ice-skating and wrestling at 2 or 3, gymnastics and swimming around 5 or 6.

An associated issue to money and goods for sport is that of enlisting volunteers to manage, coach, train and officiate. Gymnastics and swimming are fortunate in this case because their competitions focus so much on children between 8 and 16 years, ages which mean there are lots of parents to hand for volunteer chores and to dig into pockets. Not all sports are so fortunate.

It almost goes without saying that the competition among sport organizations for donations of money or in kind is fierce, and there are many other worthy causes, organized and bracing communities and front doors with appeals. Indeed, there has been an amazing increase in the number of such groups seeking help and a really marvellous improvement in their application of various methods of getting to people. We began to note how often and by whom we were "touched" at home for help directly or to buy something. In one spring month, at one of our homes, there were 22 different doorstep appeals, some 10 of which were for sport or recreational endeavors.

We need to sketch the money scene of sport, so variegated and competitive, because there are both myths and slogans abroad which cause misunderstanding. We are among those somewhere well, well short of those who argue that if and when organized sport needs help it should get it from government. There are also quite sensible people who will postulate that if a sport can't raise its own required funding it obviously isn't worth the pursuing. We've heard also from many who believe that there are really vast sums to be raised by sport, especially from private corporations, if only sport or sports collectively would get their act together and go after them.

Only in a very limited way, and that within the grade school years of compulsory physical education, is activity in sport compulsory. It is something that we take up or are drawn into through our own will, our own choice. And we believe it is widely held in Ontario about sport that: a) there should be a wide choice of opportunity; b) the community, whether through the local municipality, and/or through the provincial government, should support the provision of basic facilities for those sports which attract a large following of participants, especially children and youths.

These two beliefs, translated into practices in the province, have really been the basis for the creation over

The “Private” or “Business” Sector

many decades of a variety of facilities and opportunities in every community in the province. It all began with rinks for hockey and fields for lacrosse.

The provincial and municipal governments are so involved in the support of recreation and sport that it's late and bootless to raise an issue as to whether any sport or recreation is worthwhile if it has to have either governmental support or donations raised from the public or a combination of both.

The more apt and harder questions are whether governments can afford to give more, as they were tending to do in the '70s, and whether there really can be much more raised in the so-called private or business sector. Even more difficult for the politicians and officials of government are the choices. Which facilities for what sport should be aided? Which activity most deserves our backing, and for what good reasons?

While the Canadian community and its parts has had lots of Jeremiahs on various themes, we've always had handy those who insist we are a nation of passive people, spectators, fans, drones, and not nearly as active in sport or music or drama or public affairs or party politics as we should be. There's been for years the particular tendency to look at professional sport, especially hockey and its high salaries, large attendance, and huge viewing or listening audiences, and conclude that we're an armchair society and as the sayings go: “Going to the dogs” or “Going soft!”

The evidence is really against this. This is a sporting and recreational province. The quantitative data is staggering. Half a million sailers in Ontario. Between 125,000 and 150,000 people taking part in competitive sport in the Ottawa region — total population 600,000. (That's competitive sport, not recreational sport.) Indeed, recreational and competitive sport, added up in terms of participants, spending, facilities, equipment, travel, and especially growth, is literally an industry creating hundreds of millions in annual spending and billions in value of goods and services produced. If one puts the outdoor activities of hunting and fishing, snowmobiling and cross-country skiing into the recreation and sport bag, with its tourist component of both foreign and domestic nature, you have one of the largest fields of employment and, potentially, one of the best developing means for enhancing our foreign exchange while improving the physical assets and the natural environment of our communities.

The business sector includes all organizations whose primary objective is profit. These organizations can be found in all areas of the province in varying sizes from those having net worth of less than \$1000 to some with assets of billions.

The involvement of this sector in physical recreation, sport and fitness has been random and sporadic. Companies have tended to limit their involvement to specific situations of public relations advantage or product publicity, or to opportunities that in most cases have been dictated by geography or the personal interest of someone in management or ownership. The most significant area for involvement has been through direct donations of dollars; to a lesser degree corporations have donated facilities and services to sport. An analysis of the finances of 30-some provincial sports governing bodies (housed at the Ontario Sport Administration Centre in Toronto) showed that eight per cent of their total revenues for the fiscal year-end '78/'79 consisted of such donations and sponsorship dollars. In addition, these provincial SGBs got an additional three per cent of their gross revenues from merchandising opportunities, so some 12 per cent of the total revenue of these sports come from the business sector. Not a lot, but something real!

In the last two years there has been concentrated effort to promote fitness through “employee fitness” programs by the federal government, provincial governments and private agencies such as PARTICIPaction. The majority of workers in Ontario's labor force are employees of organizations with 100 or more workers. Many Ontario corporations have responded to this call and many firms have undertaken pilot programs in order to study the effect of fitness improvement on employee morale and productivity. Some companies have gone beyond their employees into the fitness market and have provided or sponsored such programs as fun runs — marathons, swimathons, etc.

A substantial but undetermined number of companies over the past 10 years have been dealing with recreation, sport and fitness through the donations of dollars; the provision of facilities and programs; the establishing of employee fitness programs by sponsoring events, and through merchandising and licensing programs.

The motives vary from enlightened self-interest, to a quickened sense of social responsibility, to help in marketing or promoting products and services, even to simply supporting an enthusiasm of a manager. In most cases, employees and employers alike support the cases and causes closest to home. There is considerable evidence that more and more firms are seeing the promotional and advertising benefits of involvement in a local or provincial hockey tournament to the corporate image itself.

Some Particular Aspects of Sport Management and Administration

Two industry segments that continue to lead in the sports and recreation promotion field are breweries and cigarette companies. These industries moved quickly to take up sport as an alternative to traditional media purchases as they were being forced out of these areas by government regulations. As the cost for television air time and other forms of media continues to escalate, media buyers in advertising agencies and marketing directors of companies are looking for alternatives at a reduced cost. Some are realizing that many sports and recreation programs have the capability to deliver a sponsor's message to a specific segment of the market as effectively as traditional forms of advertising. In the '80s, with life-styles continuing to get emphasis and with the move increasingly to the out-of-doors and to participation, many companies will turn more and more toward sport and recreation at the provincial, regional and local club level for avenues of involvement and association. In Europe many corporations are deeply committed in support of the club system. With our neighbors in the United States there's a lot of sponsorship by companies of local events and programs. We will experience more and more of this, particularly if there is an increasing determination of sports leaders to seek this form of support.

Since the late '60s organized sport has had an ongoing relationship with governments.

1. Most notably in the provision of funds for permanent administration.
2. More recently the burgeoning needs of sport for more funding has drawn its leaders increasingly towards the business sector and the talents and methods there.
3. Both the federal and provincial governments have encouraged this interchange between sport and business because they believe they are at their limits in what they can provide to support organized sport. There are four main functional areas which one can use to divide for examination what goes on in all three of sport, government and business. The headings for these areas are: production, administration, financing and marketing.
4. Production includes the making and delivering of programs and competitions. Administration is the supervising and monitoring of operations. Financing is the accounting and control of operations and procedures. Marketing covers promotions, sales and fund raising.
5. It is fairly obvious that government is particularly strong in administrative practices and controls, and business in marketing techniques. What sports governing bodies need is to develop a sports management system and set of practices which recognizes that it must have both the strength and function of business in marketing and of government in administration. Volunteers in particular have difficulty in these two areas. They find the checks and balances inherent in the management systems of government complex and restraining. Their patience and the time they have available is always under test. This is a reaction they tend to share with business people who feel government is too slow and cumbersome.
6. In the marketing area, however, sports leaders tend to be more like government people. In business most leaders are very aware that they depend on the market-place so they are always translating the forces of the market-place for their operations and how they should be geared to what products. Sport leaders tend to be intent on launching the product, whether it is a program or a competition, for the values or needs they see within the sport, rather than for the impact and the gain put out before the public.
7. The mix of volunteer leaders in sport coming from many vocations — and the imperatives that sport work with the administrative control practices of government and the marketing and fund-raising practices of business makes for a sport management particular to sport. It means that organized sport and the government personnel who deal with them must concentrate on leadership training courses for both the volunteers and the full-time paid people in sport.

A New Means For Funding Ontario Sport

In Ontario we've had legal organized wagering (on thoroughbreds and in harness racing) for many years. We mention this obvious fact here merely to underline that a form of skill-testing or judgment-making of an individual through the backing of his or her choice with a sum of money is commonplace. The Ontario government taxes this wagered pot.

We've had legal, provincial-wide, government-sponsored lotteries in Ontario for the past six years. The provincial government has taken substantial shares from the revenues and distributed them in many fields of endeavor which it approves, including sport and recreation. A lottery ticket and its choice has much of what they call luck or hunch in the purchase but it does not have any element of skill or judgment in it.

What *we* would like to *suggest* as a means for funding organized sport is *a new competition in Ontario* which would provide the range and high scale of prizes as in most lottery propositions, *plus* the application of a personal judgment by the purchases about the sport and the event or games to which this new competition would be tied. It might well be the big three events of thoroughbred horse racing. It could be junior hockey; it could be tied to amateur soccer; it might even be tied to professional hockey, although one should hesitate there because the NHL as a "pool" would tend to be attractive to participants outside Ontario, and that shouldn't be even an indirect aim of the project. The direct aims would be these:

- a) an annual and peculiarly Ontario project, particularly tied to sport;
- b) big enough to raise \$6 million to \$15 million each year in profits for sport;
- c) *and* which would have genuine sporting interest in terms of individual choice in what is backed by a purchase, plus some extra rewards for those who choose to back a less-likely competitor which wins.

Wintario

In April 1980 the Ministry of Culture and Recreation published a pamphlet "Places to Grow" which presented an analysis of capital funding backed by Wintario funds. This pamphlet focused largely on the distribution and nature of the capital projects between 1975 and 1979, when the minister froze the program for a time. This freeze was caused by both the high scale of applications for support still pouring in, and the belief that some appraisal needed to be made to what was happening through the program as it was. Another factor favoring a review was the levelling-off of lottery revenues.

The review drew conclusions which were very favorable to the program and largely flattering to the ministry. Some \$200 million had been put into capital projects by the government. Almost all the individual programs had arisen from initiatives in local communities and local fund raising in these communities to pay the share of the program project had been very successful. Distribution of the grants across the province had had no apparent bias of a geographical or partisan or urban-versus-rural-versus-hinterland biases.

The review concluded that most of the capital projects in the period had favored the fields of sport and physical recreation but its enquiries had deduced a shift in emphasis across the province and in the communities towards arts and heritage interests. (We not only did not deduce such a shift in emphasis but whenever we raised it, as we did on some eight occasions with municipal spokespeople, we were told it was largely nonsense; rather the shift of emphasis was towards better means for handling the operating costs for the facilities that had been built.)

The review did note that many municipalities reported that new facilities were proving to be quite onerous as operations, particularly rinks and swimming pools, because of their high energy costs. The review noted also that there was a much larger and growing interest in planning at the community level to find out what was needed and what could be afforded before Wintario grants are taken. (This is a theme that we met, not only from enthusiasts from municipal recreation but also from sports leaders at both the local and regional levels.)

Aside from our qualifier about an incipient shift in interest and need from the physical to the cultural, the analysis of the review seems generally sound. Before we touch on the paradox or irony within its arguments we would add one more qualification. We found, as the inquiry found, that many people at the local level who have made, and followed through on, capital projects with Wintario funding were critical about the amount of paperwork and the delays in the process. Another side of that complaint was that the amount of time which both field service and central office personnel of the ministry had to put into the processing seemed to render them useless for other roles; they simply did not have the time for them.

Another part of this complaint we heard was that there was an apparent tendency at the local level of field services to refer almost every aspect to Toronto; that is, the field services people did not seem to have the authority or the specialized kind of information to make decisions or speed decisions at their level.

The paradox or irony which we referred to above lurks not only in the policy of Wintario grants, but in the very principles at the heart of the provincial government's work. To put it most bluntly, the aim is that the individual citizens in their own communities should identify the needs of their communities and set about attaining them, aided by co-operative municipal and provincial governments which will share in the financing and provide advice of real technical and administrative competence.

Let us repeat this in another way. There should not be a provincial policy with program criteria and details which dictate what local facilities and activities may be developed; that is, no isolated policy determination at the governmental and ministerial centre. The ministry is to serve primarily the local, not primarily to plan and direct for the local.

Where does the paradox come in? Firstly, there has to be some fairness, hence some formulae by which there is a determination that the local needs have been well expressed and will be well met by the project. This requires both some formulae at the centre and some consistency in the application of the formula. Another part of the paradox comes from the reality that amongst the hundreds of municipalities in Ontario (whether these represent one natural community or a dozen of them, as is often the case with a metropolitan municipality) there is a lot of overlap; that is, citizens from some communities around coming in to use the facilities of another community. This conundrum is one of the strongest factors behind an increasing realization that there needs to be more public discussion and planning for culture and recreation at the local level. This impetus also raises issues beyond recreation/sport, the arts and heritage. Time and again in Ontario municipalities when the matter of planning for culture and recreation needs emerges, so does the need for what one can only call "a whole plan", that is for economic development, including land planning, future growth areas, etc.

One supposes that the paradox is basically a fundamental bite or tension between our natural and worthy determination that we should do our own thing, and the fact that if we do our own thing without any bounds set by common sense and the need to co-ordinate for efficiency and frugality, then at the worst we have disaster. Because municipalities are the constitutional responsibility of the provincial government, the latter to prevent disasters (multiplied) must give leadership, advice and direction, yet do it in such a way that initiative and diversity and uniqueness are all possible in the communities.

We met both sides of this paradox again and again in talking with people about both Wintario capital grants and the grants that go to local groups and associations for travel and equipment. The ordinary citizens or the ordinary club member who get the advantages of the facilities and the grants have tended to tell us that they're great or "the best thing the government has ever done".

This reaction was met most often, put with much warm gratitude, about Wintario's benefits by those from small towns where the awareness of the worth of their own community seems particularly strong and is so often coupled with the idea that the big municipalities get the attention, the facilities and the services.

At the same time some of the elected politicians of the larger municipalities, the municipal recreation leaders and the leaders of sports governing bodies, have told us about the "spoiling" or wasted factors in the Wintario grants. In essence their strictures boil down to this: so many of the projects have not been sifted as to their wisdom within the context of the local good, whether it's that of the municipality or that of the particular sport or recreation. We heard again and again that Wintario grants in support of travel had supported trips which may have been individually satisfying and entertaining to the participants but had little or no value in terms of either good competition or enhancing the improvement of the sport and its athletes.

Somewhat the same criticism was pervasive regarding grants for equipment. Some sports have had literally hundreds of thousands of dollars in grants over several years to buy equipment, and because the grants are there, sports leaders feel they have to take them, but some of them also told us that they would prefer to have more money to aid them in coaching or developing athletes and teams than into equipment for them.

These are their generalized criticisms of course. Robert Welsh, minister responsible for the Wintario programs in the early years, told us: "We said at the beginning to people at the local level 'try us'; we didn't want to put up a complex screening process, nor any over-all planned set of requirements into the Wintario process; we didn't want to build a large central supervising bureaucracy; we didn't want to make the matter of getting a grant a hunting ground for the proverbial Philadelphia lawyer. We got it going; we got the money out there; things got built; teams got outfitted; groups travelled; a great deal happened. We knew that in time there would have to be a review."

If we separate the urgencies of the recreation and the sports people in Ontario with regard to Wintario funding we get rather similar sets of suggestions and both have a difficulty in that lottery revenues seem to be provisional or tentative. Perhaps they are not.

Perhaps there will be a consistency in the addiction of Ontario people for lottery tickets but at this stage, and in

our minds, the guarantee of lottery revenues is not certain. Therefore, when municipal recreationists told us that they need larger operational support from the province, and wonder why this cannot be provided, it seems to us that the only obvious source of such funds for the provincial government at this time is in lottery revenues. Could some portion of these be dedicated for some years into a program which would sustain some of the operational cost of municipalities in their cultural and recreational policies?

Obviously, if less of the revenues went to capital projects and to travel and equipment, it could be made available to the municipalities. But we do not believe this can be done fairly until there is more analyzed information than we have at the present time about the financing of facilities and operations. For example, some municipalities apply the user/pay principle widely and count on it to provide a major portion of the operational costs. Other municipalities do much less with the user/pay policy. Indeed within a municipality one can find many inequities. Some sports, particularly hockey, are subsidized by the municipality more than others.

The pressure we have had from sports governing bodies about Wintario is essentially that they would like to have, on a provincial and a regional basis, some say in the submission and approval of applications for travel and equipment. In other words, they want to superimpose the designs of the sport upon the spending and program plans of their sport at the local levels. There are some sports in Ontario whose organization and quality of leadership has reached the stage where such propositions might work very well, but in our judgment of the 50 or so provincial sports governing bodies with some real membership, no more than four or five are at the level of development and have the quality of leadership to make such a decision or to be given such a responsibility for the devolution of Wintario revenues. On the other hand, we have reached the stage where the consultants within the ministry who process the Wintario applications and the provincial administrators of the sports governing bodies between them should have a clear, defined opportunity to make recommendations which would alter the criteria for grants in order to make them more useful to the respective sports.

To repeat, there is a hard problem here that can never be permanently resolved. Those with the overview are frustrated by the wastage and incoherence which results when the giving centre puts out money to a host of small, local enterprises without much consideration as to how that money will have effective use at the local level within the sport. On the other hand, we did not meet any local representatives (whose organizations had received Wintario grants, and who hoped to apply for and receive more in the future) who agreed that some provincial watchdog of their sport should have a say in whether they cross the threshold with an application, or how they spend the funds from an application which succeeds.

Coaching in Ontario

Again and again we found that sport leaders, whether full-time or volunteers, believe that better coaching, more coaches, more suitable jobs and locales for coaches, all require a higher priority if we are to get more people taking part in sport and much higher achievements. Indeed, these aspects of coaching ranked next to worry about the financing of amateur sport, perhaps equal to it.

We address some of the coaching matter in our section on Education because it is so apparent that the basic function of a coach is as a teacher. Because of coaching's importance, however, we believe it important to provide an analytical review of where we are in coaching in Ontario.

First, we looked at coaching generally, and against the situation in some of the sports; second, we review the specific state of formal coaching programs in Ontario.

Anyone giving thought to better coaching and more coaching for high calibre sport in Ontario must be hard-headed yet not too specific and fairly flexible in his or her recommendations. Let us explain such a contradiction at some length.

In much of the world there is a ready market for top-flight coaches, the ones with a record of national and international success for their athletes or teams. On the other hand, there is as yet in North America no widely recognized programs for developing and certifying coaches. Successful coaches come in infinite variety, particularly in terms of personality, and almost as various in terms of methods.

Throughout North America, especially for the "middle-class" sports like swimming, diving, rowing, golf, racquet games, gymnastics, and in a few places, track and field, there are nodal points, usually set in well-to-do communities or universities, and particularly in local clubs, where the facilities, the athletes of potential, and the funding are sound enough to recruit the ablest, proven coaches.

It's rather rare to have a case where a good coach hangs out his or her own shingle and the elite or potentially elite athletes flow to him or her. Around the operations which produce the most in excellence, especially where the individual training takes long hours and must be highly organized, there should be the back-up services or ancillaries of coaching in weight training, nutritionists, physiotherapists, sports medicine, and testing or measurement.

Let's take swimming as an example. In Canada we have just under 100 swimming clubs engaged in producing high-performance swimmers. The scale and spending of the top five or six clubs, which develop the large majority of national and international achievers, when contrasted to the 80 or so lower-ranked clubs, are literally enormous. In dollar terms the top clubs have cash flows annually of over \$250,000., and if one added up the value in contributions of volunteers and parents and the worth of some of the facilities and services provided by the communities or private organizations, you would need \$750,000 to \$1 million annually to "buy" such an operation. These large operations are able to bid for the top coaches and pay them relatively well, and to help them with ancillary coaching staff.

It clearly isn't feasible, nor would it be widely acceptable, to institute a program of provincial swimming centres which would be funded and operated by the province. Nor do we think it would be possible for the province to devolve large sums annually to the Ontario arm of the swimming association to run such operations. The club base is there in specific communities, and around the club have developed the interest of parents, the support of the community and the magnet for the young aspirants in range of the club.

The clear task of a government wishing to build success in excellence in swimming is to recognize that local initiative, private means and willingness to lead, manage, and continue, is the base. What the province can do is supply the extra to enable the club to recruit coaches, develop coaches and keep going a stable operation which offers a known quality of situation for the young athlete through his or her development period.

The rub comes in deciding which sports, and then which clubs in the sport, should be helped, and then on what terms, which approximate at least an understandable, applicable and acceptable formula.

It seems obvious to us that one of the premiums to be sought in any correlated program within a sport in Ontario is ensuring that more and more younger people are recruited and developed as coaches. Spokespeople for several of the most successful clubs in swimming and gymnastics have pointed out how the younger coaches tend to be "turned on" by developing kids, and that the older coaches, especially when they've been very successful, tend to concentrate on a few, even one, world-class achiever. Further, the more mature a coach's career the less patience and energy he or she is likely to have for coaching a large number of athletes across a broad age range. All this, when you reflect on it, is natural, even commonplace, but it emphasizes the need to back both the master coach and the cadre of younger, less experienced coaches which every sport and most clubs need.

Another point made to us by several of the ablest sport leaders is that no funding program for master coaches, and for producing master coaches when it is applied at the club level, should underwrite all the costs. Somewhere between a third and a half of the coaching costs should be raised by the sport and/or the club. "You can't give us a complete underwriting," said one club president, "because it will have both the volunteers and the coaches taking it easy in generating local support and corporate or private institutional backing."

The same spokespeople said that coaching support programs should have these features:

- a) be projected on at least a two-year, and better, a three-year basis;
- b) offer threshold points for taking advantage for such support to sports and clubs which are in earlier stages of producing high-performance athletes;
- c) where possible, co-relate with federal programs for funding of coaches and competition;
- d) recognize that a necessary part of a coach proving his or her worth is to have his or her athletes take part on a fairly regular basis in quality competition, and that the latter usually means continental or international competitions.

There are more particular problems in the one sport endeavor of track and field. In Ontario, neither the high schools nor the colleges and universities have a widespread or consistent pattern of identifying and nurturing performers of potential and actual achievement; the major place and role is filled largely by the local club. Unfortunately, the range of events in track and field is very wide and so is the need for intense, particular attention to the top-flight athlete. Often one coach can only handle a few athletes. Further, the specialization as between the sprints, the middle distances and the long events, or between such field endeavors as jumping and the weight and javelin events almost postulates that a large club, with a broad ever-recruiting basis of younger athletes and age-class competitions, needs a number of coaches. An added complexity comes from a marked difference to some other sports like gymnastics and swimming; that is, the top athletes are mature adults, not pre-adolescents or teen-agers. Because universities, particularly American universities, offer exceptional coaching, competition, and training facilities to track and field athletes, the local track and field clubs tend to have much of the cream of their products skimmed off for some years (of the individuals' endeavors) and funnelled into higher education.

These problems suggest to us that we must encourage more direct association and interplay between local track and field clubs and our colleges and universities. We'd give such encouragement by the provincial government *a very high priority*. For some years the achievement of Ontario athletes and coaches in track and field has not been outstanding by international standards (which have been going steadily higher). We could foresee the situation that all of the funds which might be available for bucking up coaching, athletes and competition from the province could be required in track and field, given its present system of organization and development. However, if we judged track and field on its recent results, in any fair system of backing sport activity based on either medals or noticeable improvement, track and field would be largely passed over.

The other sport which presents prodigious difficulties in appraising what it deserves in the way of provincial support for coaches and coaching development programs is hockey. Comparatively speaking, it ranks well behind other team games such as baseball, soccer, basketball, and Canadian football, in both the quality of its coaches and in standards for their development, or in the application of coaching techniques, particularly in terms of total game and team strategy (as distinct from the honing of individual skills and techniques). In contrast to track and field, ice hockey has an obvious capability of raising a lot more of the funds it needs from the community, from marketing and spectator sources, and from the professional levels of the sport. Given these elements in the state of organization of hockey, we would recommend that the sport be given a very low priority in support for coaching development, and given both the promising prospects of team games such as basketball, volleyball, field hockey, lacrosse and soccer (especially soccer) and the larger opportunities these offer for seasonal concentration, or for the use of the host of indoor court facilities (e.g. volleyball and basketball) we suggest that they be examined closely and critically for possible concentration in developing more coaches and several centres or nodal points in the province for such development.

To hand is a review prepared for us by David Skinner, a former sport consultant with the ministry. At present he is engaged in private consulting from his office in Waterloo. He canvassed many of the principal actors in the formal development of coaching programs and reviewed the documentation available. The following extracts from his report to our inquiry sketch the history of developments.

Specific Coaching Development in Ontario

There are several conflicting claims to the original idea for the development of a coaching program in Ontario. In fact there were probably several driving forces from different directions which gave impetus to the program. The program had its conceptual origins in late 1970 and early 1971. The Task Force on Sport included recommendations for the creation of the Coaching Association of Canada. This no doubt helped to bring the problems of coaching into focus.

Another driving force was the poor showing of Canadian teams in international competition — particularly hockey with its high public interest.

There were two significant events in the early months of 1971 which pushed the idea. In April 1971 the Youth and Recreation Branch hosted a meeting at the Valhalla Inn on the subject of coaching. Technical representatives of several sports were invited to help the ministry staff define the problem in coaching. The second event was a symposium on the art and science of coaching (held at the Fitness Institute). This latter event helped to establish a receptive climate, especially amongst the academic community.

Presumably as a result of these discussions a position paper was developed by the consultant staff of the ministry outlining the key issues to be resolved in coaching. This paper was internal only, but served to focus the issues.

The key organizations and individuals behind this evolving priority included the CAC, the Ontario government Department of Youth and Recreation, the Interprovincial Committee of Directors of Sport and Recreation, and several individuals such as Gord Smith, Bob Secord, Cor Westland (Rec Canada), John Richardson, and Al Lundquist. Mr. Lundquist was a consultant for the ministry who had been originally hired to undertake coaching development as an integral part of his consultant duties.

The other event of some importance was the annual meeting of the provincial directors in Quebec City. At that meeting, coaching was clearly established as a major priority in the development of provincial sport programs. Further, Ontario agreed to undertake the development of coaching on behalf of all the other provinces. In future years there would be a measure of interprovincial costsharing on the project.

In fact, the leaps from these ideas into specific action can be attributed to a meeting between Gord Smith and John Richardson. They sketched out the rough model of the program and the steps necessary to implement the plan. This meeting also illustrates the way much of the business of sport was conducted in the early 70s — by interested people simply deciding to do something, with a minimum interference from the system of government.

The original concept outlined at that meeting became the primary cornerstone of the program from that point, right until today.

The program was designed to include three interlocking components as follows:

- Coaching Theory. The idea behind this was that there was a common body of knowledge which was not sport-specific and could be prepared and taught to any coach in any sport. This was the so called “horizontal approach”.
- Coaching Technical. This referred to the specific body of coaching knowledge which was unique to a sport.
- Practice. It was felt that this component was essential in the certification of coaching competence.

An achievement of a certain level in each of these areas would be rewarded with a certification of some sort. It was also felt that the bodies of knowledge would be graded into several different levels. Eventually there were five levels in the program.

By implication, a number of other important decisions were made, some consciously and some by evolution. These decisions had considerable impact on the delivery of the programs over the next few years, and included:

- The idea that government would develop and offer the theory component of the program. This decision placed government in the role of direct programmer in the field of coaching.
- The decision to separate physically the theory from the technical materials, in development and delivery, has had a significant impact on the success of the program.
- A philosophy which suggested that the main purpose of the program was to develop values first and skills second. This purpose has made the measurement of program impact almost impossible.
- The concept that the program would be developed from the “bottom up”. Gord Smith stated that he personally could never buy the idea that Ottawa could know what would work in Belleville! As a result, there was a certain reluctance to liaise and co-ordinate the development with higher levels in the early years.
- There was a clear feeling of a need to accomplish something while the money, momentum and support lasted. The long and tedious processes of co-ordination, liaison and discussion with sport governing bodies was really short-cut in an attempt to get something off the ground within the limits of current financial constraints.

- Finally, decisions to look to the community colleges as the primary delivery agency for the theory program. These institutions were geographically accessible, were easier to deal with than the universities, and were more community-minded.

During an 18-month period, John Richardson was hired to manage the development of the films and materials for the theory program, and the program was launched.

By the summer of 1974, instructors were being trained and the first pilot programs were under-way in the fall of that year.

Concurrently, the Coaching Association of Canada with the support of Sport Canada, and the co-operation of many national sport governing bodies was developing and managing the creation of sport-specific technical programs. These programs were to be developed by each national SGB and were to receive the approval of the CAC before they could be implemented within the provinces. While this process certainly guaranteed the quality and consistency of technical programs, it has resulted in lengthy delays in the development of technical programs in a number of sports.

Delivery and Implementation

Due to almost endless differences in structure, function and capability of the various sports groups, the response to the program cannot be generalized. It is fair to say that most all provincial sports have developed and implemented some form of coaching program utilizing the general process of theory-technical-practicum.

Some examples of the different approaches are outlined below.

- **Bowling**
This sport is an avid supporter of the coaching program. They have made its implementation a compulsory activity for all volunteer coaches at the junior level. Any provincial-level teams must have a minimum level one coach, which will be increased to level two when these levels are ready.
- **Rugby**
This sport has made the program compulsory for any individual desiring to coach at the provincial level.
- **Skiing**
This sport illustrates clearly some of the implementation problems inherent in such a general program. Skiing has had professional instructors and a graded teaching program for many years. Their program (administered by the Professional Ski Instructors Alliance) is primarily designed to train ski instructors. Most ski teams at a competitive level are coached by senior qualified instructors. In skiing, the coaching program is useful but certainly not essential to good coaching.

- **Hockey**
This sport illustrates yet another problem. Prior to the development of the coaching program, hockey had already begun to develop its own unique training program for coaches. In its level one program in Ontario, the theory and the practical were already intertwined and continue to be so today. As a result, hockey was reluctant to accept a different approach.
- **Fencing**
This sport represents the other side. Racked by internal bickering and often vicious "infighting", this sport has been largely unable to implement any aspects of the coaching program in Ontario. Their attempt to produce a level one program was too specific for practical use, and as a result any fencing coaches who have participated in the theory components are still waiting for a viable complementary technical program at the provincial level.
- **Speed Skating**
This sport simply has not been able to implement any aspects of the program. Small sports with limited volunteer resources often are not capable of undertaking the considerable administrative tasks involved in implementation.

In the whole area of coaching in Ontario there still remains a considerable vacuum. According to a ministry consultant, less than 10% of government grant money goes towards the development of coaching programs. While there may in fact be more actual money flowing than this because of the self-supporting nature of these programs, in comparison with salaries or administrative costs, technical development lags behind significantly.

Major Problems and Issues

Today there are a number of major problems and issues that need resolution in relation to the coaching program. The identification of these problems in no way implies any blame. Rather, this is an objective attempt to summarize the problems as seen by the key participants, perhaps leading to a systematic process to resolve these issues.

- **Failure to Measure**
In the origination of the program, no real attempt was made to set up a measurement process. As a result today there is no mechanism by which politicians, bureaucrats or sports people can assess the effectiveness and impact of the program. There have been a few attempts to collect numbers of attendees, but this is the sum total of the data. In my review of the files I could find no concrete data to support any other type of impact assessment. This is particularly relevant in the use of such data to support MCR objectives internally, and in the assessment of the number of coaches who have, in fact, moved on to other levels within the sport.

- **Separation of Theory and Technical**

The concept of separating the theory and the technical components of the program had some strong supporting arguments. It could provide a kind of intersport cross-pollination which would help to break down the traditional and often emotional competitive barriers which exist between sports. The idea of a hockey coach learning to respect the problems of a baseball coach is sound and reasonable. Many observers feel, however, that despite the theoretical correctness of this position, the idea has turned out to be impractical. In general, the sport scene in Ontario encourages competition between sports in many ways. Hockey competes with ringette for ice time. Boxing competes with wrestling for government grants. Sport Ontario competes with its own members for money. In this general climate of intersport competitiveness it was not reasonable to assume that in one area, coaching, the normal rules of the game would be suspended. Despite the sound reasoning of the idea, almost all observers feel that the coaching program would be better served by permitting the teaching of the theory components as a part of the individual technical programs in a specific sport.

- **Ownership Problems**

It is evident that the program has suffered to a degree from certain "ownership" conflicts. For example, the issue of certification which has not yet been resolved has been a classic tug-of-war between competing agencies. Who should the certifying agent be? The CAC, the provincial governments, the sport governing bodies, or the educational institutions? A program such as this which attempts to cross so many jurisdictional boundaries in Ontario and Canada is bound to evoke such ownership disputes.

- **Failure to Certify**

Of all the problems inherent in the current coaching situation this is perhaps the most significant. The original program was a certification program. Commitments were made by the Ontario government to certify, through some form of recognition process, all coaches who had succeeded in completing the various stages of the program. To this date there has been no such certification. The reasons for this are complex.

In part the reason has been jurisdictional, as discussed above. In part the reason has been serious problems in the keeping of records regarding the progress of a coach. A suitable method for certification has not yet been decided upon, although it appears that current thinking is directed towards a "passport"-type system.

The failure to certify has had a major negative effect. Obviously, there has been a considerable lack of credibility created by this problem. More important, the reward for completion of the program stages is

non-existent, and a major motivational factor in keeping coaches committed to the program has been lost. Most observers indicated that they felt there was a definite loss of momentum in the coaching program. In part this was attributed to the failure by government to live up to its commitments to certify.

- **Administrative foul-ups**

In operating the theory program as a direct government training program, its organizers have met innumerable internal paperwork demands. When the program was first launched from community and social services, the sport and fitness sections were left largely to themselves in the operation of such projects. As the section became further enmeshed in the machinery of the new ministry, the procedures and requirements became more complex and demanding. At present, for example, there is a requirement by ministry policy to create purchase requisitions for almost any direct program component. Thus the program staff have had to prepare purchase requisitions for every facility, instructor, and material dollar expended in a direct fashion.

The current records of the program are (simply stated) in a shambles. An attempt to computerize the records ended in disaster, and the computer system never worked effectively. This problem was compounded by the fact that the CAC has been working to develop a national computer application to maintain coaching records on a national scale. Once the national program is operating effectively, there will be further delays and errors as Ontario attempts to collect the information available now and update over three years' worth of coaching record backlogs.

- **Co-ordination problems between technical and theory**
As described earlier, the development of the theory and technical programs has been done independently, and in the early stages, Ontario was somewhat remiss in developing a full national co-ordination of its program. As a result there are numbers of participants who have completed theory programs, and are still waiting for the opportunity to take technical programs. Delivery of such in volunteer organizations is at best a slow process. Some interviewees suggested that the lack of co-ordination has contributed to the sagging level of coaching commitment.

- **A general loss of momentum**

As described, there has been a letdown. There are other contributing factors which must be part of the resolution. The coaching program was born in a different sport climate in Canada. Pre-Olympic years boasted money and energy. There have been "post Olympic blues".

In a program in which results are hard to see and measure, and in which the individual rewards are not forthcoming, it is not difficult to see a general lag in interest.

The theory program requires schoolwork! Some have suggested that in itself has been a factor in declining interest. While the gap between academic and community coach has to a degree been bridged, there remains a certain reluctance on the part of hardpressed and busy volunteers to subject themselves to more work just in order to perform what is for them a recreational pursuit.

There remains considerable politics in the selection of coaches for national and provincial teams. Even though a coach could theoretically be fully (and more) qualified to manage a provincial team, often the selection of such coaches is based on other criteria. As one observer pointed out, it is hard to imagine the National Basketball Association selecting some fully-qualified community coach with a level five training to take over the national team from Jack Donahue!

- **Failure to Promote**

Promotion of the program was left to the wiles of the delivery institutions. To say that community colleges are a true marketing agent is a fallacy. Colleges simply advertised the availability of courses. True promotion involves a co-ordinated and central marketing thrust aimed at many publics in the sport scene. There has been none of this kind of activity.

There have been other minor issues associated with the program: fee structure conflicts, real or implied threats to sports regarding the theory program and the withholding of other grants, and difficulties in getting proper french translations.

- **Positive Effects**

The lack of precise measurement data means that the success of the program can really only be measured in subjective terms. Despite these limitations the people interviewed felt that the program had contributed important, positive effects to the over-all sport scene. These benefits include the following:

- There was a general feeling that the quality of the skill coaching in some sports had generally improved. Individuals indicated that on a personal level they had witnessed better use of practice time, more emphasis on skills and more "humanistic" attitudes on behalf of some coaches, particularly in hockey. For example, the Mississauga Minor Hockey Association requires all of its coaches to have taken the level one hockey program as well as a first aid course. The same is true in the Kitchener minor hockey program.

Generally, where there were committed volunteers at the local level, there were indications of more progressive coaching behaviors.

- Most observers felt that the primary effect of the program was in the creation of a climate which allowed other progressive changes to be made. Mr. Kennedy pointed out that over the last five years there has been some major rule changes adopted in minor hockey. The legislation of face-guard rules, elimination of body checking, etc., could only have occurred in hockey as a result of a slow but changing attitude on the part of volunteer administrators. He felt that this was in part due to the values taught in the coaching program.
- The program has helped to create a cadre of coaching expertise in the province. The program itself encouraged a number of individuals to become qualified instructors in order to teach in both the theory and technical parts of the program.
- The program has stimulated the development of precise written, and fully-documented technical programs in a significant number of sports. Heretofore this knowledge was often localized in one or two key minds within a sport. As a direct result of the stimulus of the coaching program, Canada and Ontario have access to an excellent body of graded technical knowledge in many specific sport areas. As more educational institutions develop formal academic coaching programs, this body of knowledge will become invaluable.
- In some cases the program has stimulated interest in coaching at the university level. Many physical education programs offer specialized coaching courses at the graduate and undergraduate level. The development of the CDP no doubt helped to foster these changes.
- The operation of the program itself has proven that it is possible in Ontario to enact complex projects which cross the boundaries of many jurisdictions. The theory programs today are offered via community colleges, recreation departments, and high school extension programs. The program was developed in one sector of government with assistance from the volunteer sector, national agencies, and other ministries. In short, it is a remarkable example of harnessing the considerable educational resources of this province.

Conclusion

The coaching program in Ontario is burdened with a number of important problems, yet has had some certain intangible benefits to the sport community. Some ideas for improvement were offered and included:

- Operating the program from outside government. A quasi-governmental agency could be created. This solution would allow for the payment of transfer grants to this agency for operation of the program, thus freeing it from the onerous internal administrative procedures of government.

- Creation of an Ontario Coaching Association. This solution saw that the over-all quality control, delivery, administration and management should be shifted into the hands of the coaches through such an association. This would serve to re-energize the momentum of the program by placing it back in the hands of those it was meant to serve.
- The undertaking of a total review of the idea of integration of the technical and theory programs into one single package, to be delivered by the individual sports. Perhaps under the control of the provincial coaching association.

We reviewed Mr. Skinner's paper and recommendations with several of the directors of the Coaching Association of Canada, had several discussions with Roger Jackson, at present dean of Physical Education at the University of Calgary but one of the founders of the SIRC and former head of Sport Canada. We also went over the coaching situation with Ms. Abby Hoffman, head of MCR's Sport Services Section.

In particular we wanted reaction to Mr. Skinner's concluding insights that: a) an agency or operation outside the government of Ontario would get more accomplished faster because the current program work is hamstrung by onerous, internal administrative procedures; b) create an Ontario Coaching Association which would shift to the coaches the over-all quality control, delivery, administration, and management of the coaching programs; c) review the idea that there should be an integration of the technical and theory programs into a single package to be delivered by the individual sports, perhaps under the direction of the provincial coaching association.

The Coaching Association of Canada has carried out surveys of coaches on several occasions. These distinguish the following elements in the coaching situation:

1. Coaches are lonely; too many of them feel isolated, both from each other and from the body of knowledge; and too many of them don't know where "to plug in" for technical information.
2. The SGBs, particularly at the provincial level, have not reached a stage of maturity (in most cases) which enables them to give strong leadership in either creating more coaches certified to higher levels or to lead and administer the rather massive programs directed to where there is so much need — i.e. for good basic instructors on techniques for work with beginners and learners in sport.
3. The main breakthroughs to be made are within the provincial context, not the national. They would most likely come with the establishment of (provincial) regional training centres. These centres should be multi-purpose in terms of coaching, information

materials, and sport science and medicine, although each could also be single or double-purpose in terms of specializing in the coaching of one or two sports.

Of course, the establishment of such centres implies some prioritizing by someone in authority or through the carrot of funding. That is, a regional sport centres program cannot get underway on the basis of treating each recognized sport in Ontario as having the same worth or potential.

As for the first recommendation of Mr. Skinner, the criticism hinged on three difficulties foreseen:

1. The belief that the sheer effort in launching and funding such an organization and getting it into operation would consume valuable resources and time.
2. Is it necessary to duplicate the data base of the CAC and the capacity of the CAC to prepare through co-ordination the certification programs and their materials?
3. The CAC is a central agency for developing, storing, and making use of technical data in sports, or for sports, far more than it is a membership organization of the coaches of Canada. Couldn't an organization be formed in Ontario of coaches and those interested in becoming coaches — i.e. a membership and professional association directed to advancing the coaching profession in the province rather than a central provincial repository and technical information resource?

The paradox Mr. Skinner notes regarding the technical material on the one hand and the theory material on the other was apparent at the beginning of discussions on the coaching certification program. In effect, the decision taken to lead with the theory of coaching and materials which run across all sports had much in common with the practice in most universities of insisting that its freshman aspirants take general courses in major fields before turning into a specialty or "major".

What is at issue is whether it wouldn't be more practical, given the usually one-sport fixation of the would-be coach, to incorporate the over-all theory (which is essentially "leadership" training) at the beginning with the specific of coaching a particular sport. On balance, the inquiry chooses the "theory of coaching" first. It would certainly be practical, however, for the ministry's sport consultants, in concert with the CAC and one or two of the abler sport groups like swimming and gymnastics, to work out an experimental program of introductory coaching which plunges right into the sport itself yet weaves along with it, in the first few levels, the body of information and principles contained in the "theory" introduction.

Recapitulation

The key problem to be addressed in coaching is really that in Canada, and in Ontario in particular, coaching continues to be regarded as a hobby, an avocation, a part-time pursuit. Views commonly held are: “anyone can do it” or “it is somehow frivolous”.

We are paying for such grudging or cavalier attitudes towards coaching. Many of our sports remain merely ladders of exclusion and elimination contests because we haven't the quality of numbers of coaches.

Creative programming to ensure real learning in athletes and sport over long periods of time is best assured by a well trained “professional” coach with a full-time role.

In Ontario there is a staggering total of volunteer coaches within school sports and outside. This tremendous need for volunteer coaches will continue and grow. More and more of them will be taking the provincially-offered coaching certification program. Ever more we need to harness such energy and enthusiasm of volunteers through a smaller corps of highly-professional, paid coaches capable of supervising all levels from community through to elite programs. It will take many years to do this. Ontario should be getting the project underway.

Coaching requires and deserves the status of a “profession” in our society. We doubt this will ever truly be established until coaching is formally introduced into the curriculum of our teacher training institutes. Until that occurs, the commitment of our various systems to the subject area will be on an “ad hoc” basis at best.

Both to develop basic fitness levels and the best attitudes to participation, through to developing the ultimate high performer with medal potential, requires the best in leadership. The leadership must be trained. It should fully understand and accept responsibility and be truly accountable — in other words “a professional”.

Recommendations

The recommendations in this area will reach well beyond the realm of immediate implementation. To a degree they will reflect “the ideal”. While not at once attainable, they will evolve over time.

1. That coaching become a subject taught at teacher training institutions

All secondary and primary school teachers should have an opportunity to study the art and science of coaching as well as physical education. This approach would provide qualified coaches capable of:

- teaching coaching as a course in the physical education curriculum particularly to secondary school students;
- assuming responsibility as part of their jobs coaching in the after-school programs.

Teachers with this specialty skill could work from 12:00 - 6:00 rather than 9:00 - 3:00 and the coaching after school would be focused clearly as an integral part of the school's offerings. Further, the issue of redundant teachers can be served again by this small but needed expansion in thinking and approach.

2. That Community School Clubs be established

With an extension of coaching to a full-time teaching subject and a full-time career comes the opportunity for this well-qualified person to contribute more fully to community life.

One consequence is a possibility for the sport governing body, the community, and the school to integrate their programs.

After-school programs in athletics could be integrated with the out-of-school programs of the sport governing bodies; thus there could be a continuum of competitive opportunities for the “student athlete” from intramural to casual and to elitist competition.

Participation programs with recreational and fitness elements could be integrated fully with the delivery of the competitive programs. We believe that the development of healthy attitudes towards bodily health and sport and their life-long pursuit will be more fully fostered in an open, accepting environment that recognizes needs and potential attainments at all levels.

Qualified coaches (who are either volunteers or trained as full-time teacher/coaches) could contribute at their own level and the profession of coaching would be accepted and would become a genuine occupation, a goal for those seeking creative and challenging work.

The Borough of Etobicoke has a fully-functioning community school program which with a little effort could serve as a pilot project for the whole province. This program is outlined briefly in the appendices of this report.

The Ontario Games

3. That coaching schools be established at selected universities and community colleges in the province

Given that an orientation to coaching as a career is established, then a more aggressive approach to training individuals for it should occur at both our university and community college level. Today certain universities offer coaching streams to their physical education undergraduates. The universities are almost afraid to advertise them or extend them to full programs. Their fear is rooted in the knowledge that job opportunities are slight and compounded by the fact that the universities can no longer afford the luxury of being *too* academic, without addressing real needs. Further, university personnel acknowledge that their present curriculum offerings are systems to serve the few who want to coach elite athletes at the club level.

If commitments of our educational system elevate coaching to a professional status, then the universities and community colleges will have to offer coaching courses leading to degrees and diplomas.

Each institution can offer courses which identify with their over-all purposes. For instance, the university could train the supervisor of coaches, the teacher of coaches, the master coach of elite athletes while the community college can train the club coach, the recreation leader, and the apprentice coach.

An interim step is needed because there is a gap for those presently coaching elite, high-performance athletes. Where do they get adequate training? The current coaching certification program is servicing the ground swell of leaders required at the fundamental levels but in reality and as a general attitude, anyone can coach the high-performance athlete who has dedication and time.

We recommend that the government select two to three universities and establish pilot coaching schools. Further, the government should support financially a program so that the top coaches we do have can take such programs.

4. That the coaching certification program be maintained and its offerings increased

The coaching certification program on paper, and to a degree in its execution, is excellent. It services the broad base of community leaders who assist at a local and basic level of involvement and participation. It provides a rather massive volunteer work-force with a certain amount of basic training.

Its implementation merits some reworking. The program should be offered at a wider variety of institutions and locations. It must be made accessible to people, and more small incentives or supports devised to help those who push on past the first levels.

Further, the program should be rethought to encompass a modular, more flexible approach. It should be easy to obtain and be relevant to the individual.

The future of the Ontario Games presents a nice conundrum to the Ministry of Culture and Recreation. Should they be gigantic festivals of sporting youth or the provincial pinnacle for top-flight athletes aiming even higher? Is there a way to make the opportunities they afford more fair on a regional basis? Should they focus on age-class competition? Is there still a useful role for the Games in helping communities awarded them to "bootstrap" their facilities upward?

The Ontario Games were initiated in 1970; since then six summer venues and five winter venues have taken place. The last Games were in Peterborough in August, 1980.

At their initiation the Games were justified for several purposes:

- to choose the athletes to represent Ontario at the Canada Games to be held in Saskatoon;
- to give an event and a means which would draw in the provincial sport governing bodies and enhance their commitment and co-operation;
- to experiment with the values of a multi-sport event in providing more competitive chances and a higher profile for all sport.

In 1978 the sport consultants within MCR began to review what had been happening at the Games and as a consequence of them. A team of consultants was engaged to make an analysis. This was received in August of 1979, following which two of the ministry staff (Bob Farrow and Dave Johnston) presented internally an evaluation with some suggestions for new directions. The total review has been rather thorough, certainly complete enough to present some difficult choices to the ministry.

The outside consultants concluded that the present objectives and the nature of the Games are too broad. How can the two goals of increased participation and the development of elite athletes be pooled effectively in one venue? The answer is not easily or hardly at all.

The two main and very different directions the Games might take are to be either a folk festival with participation and mutual exchange and experiences as prime, *or* as genuine provincial championships of major sports.

A general summary of the Games held indicated that: the management and operations of the Games have been satisfactory, notably in co-operation between the host community and the ministry; holding the Games spurred sport development in the host community and its area but no proof could be found that they have had an appreciable impact on over-all participation in sport; the Games had very minor effect on improvements in competitor's opportunities or their abilities to go on to national and international achievement; the marked increase in both higher skills and more competitive

opportunities in the '70s for athletes and teams within so many sports made it harder and harder to dovetail the Games with the programs of such sports, and the Games offered too many levels of competition.

The outside consultants recommended that a firmer line must be taken in governing participation; that more funding had to go as a preliminary for the Games to regional competitions which would send athletes and teams forward to them (qualifiers, if you want); that the gap between athletes at the level of competitive recreation and highly-developed competition should be recognized and this is most difficult to bridge in one major event; and that the Games as a multi-sport event, or even as a collection of single-sport events, would have more allure and impact than a single sport championship.

The recent Games have required a commitment by the ministry on the scale of one co-ordinator and \$400,000 a year. Of this sum only a few thousands is at hand for facilities. (This compares with sums two to three times as much put forth by the Quebec government for its comparable Jeux Games).

The name "Ontario Summer Games" or "Ontario Winter Games" calls to mind a competition or happening in which all the sports in play in the province should be entitled to a part. Unfortunately, something like the Olympic dilemma comes into play. There are so many sports.

The team games in particular are doing well in Ontario, but to bring the ones appropriate to the season to either the summer or winter games through some equitable process of selection, requires a lot of preliminary competition; it often conflicts with regular sport schedules, and has so many participants that a host community faces an insuperable job — and both facilities and sheer time available are heavily taxed.

We stated previously the main choice between highly competitive championships of various sports held at one time and place under the blanket of the Games or a giant, loose festival of competitions between athletes and teams at the recreational level of competition or in the developmental stages of serious competition.

Another choice is to "regionalize" the Games — i.e., to develop them not as one central venue but as six separate though concerted endeavors in the regions of Ontario.

Another choice would be to keep the multi-sport, single-venue aspect but to concentrate on competition of an age-class variety — bantam, midget, or juvenile, or blends of the three.

Another possibility would be for the ministry to use the funds to sponsor a number of major events, for example, a sequence of marathons, or various high-level competitions such as swimming in which Ontario athletes would face outstanding competitors from teams in other countries and provinces.

Elsewhere in this report we've made the case that one of the weak aspects in our provincial structure and processes for sport is in the regions, or rather, regionalism without sufficient focus. If one can't foresee the additional funds required to hold both regional games and the major Ontario Games, then one has to consider seriously the merit of regional games designed to promote competition at the recreational level. To put such into play would force the organization of regional groups to execute them.

What has to be set against such a useful program with good developmental prospects are the advantages to be lost in the wide journalistic attention and genuinely exciting experience offered several thousand young people through coming together from across the province to an event with a specific "Ontario" label.

Sport Ontario

After first meeting with the board of Sport Ontario I sent the board the following appreciation I had made from their written and oral arguments:

April 3, 1980

Mr. Douglas A. Budden
Chairman
Sport Ontario
Brampton, Ontario

Dear Mr. Budden:

It was useful to have such a wide-ranging discussion with you and your directors several weeks ago. I undertook at that time to give you a written reply to the brief which you presented to me. I thought the most positive thing I could do at this stage was to give you a very general analysis on the issues implicit in your brief rather than trying to interpret the history of your organization and its roles in the past five or six years.

Let me set out the apparatus for dealing with sport which the Ontario Government has at the present time. It begins with a section in the Ministry of Culture and Recreation called Sports Services Section. It is headed by Abigail Hoffman. She reports to Joe Halstead who is in charge of the Sports and Fitness Branch. Mr. Halstead reports to the Assistant Deputy Minister, who in turn reports to the Deputy Minister who is responsible to the Minister. This multiple linkage upward from the group within the Ministry responsible for sport emphasizes how well down in the Ministry's hierarchy is the Sports Services Section. The section, through its consultants, is responsible for relationships with the sports governing bodies in terms of advice on their proposals and programs and approval of provincial monies which go to them.

The Ministry funds OSAC, the Ontario Sport Administration Centre, to enable it to provide basic services to those sports governing bodies which meet the government's criteria for entrance to the centre. While the Sports Services Section also runs several programs such as the Sport Travelcade and the Ontario Sport Achievement Awards, it is primarily not a programming agency so much as a consultant to and an approver of monies for sports governing bodies and other associations. It has had, of course, a substantial administrative role in the last four years in examining, for approval or rejection, the applications which have come in from communities and regions to attain Wintario grants for capital projects and for travel and equipment grants. The discretionary funds available to the Sports Services Section for its own initiatives in either grants or for programs is quite limited and really dependent on the Minister's enthusiasm. Ms. Hoffman and her staff serve, of course, as advisors to the Minister on matters of sport policy and administration, although it is worth reiterating that such counsel normally comes up through several officers and levels.

There are a multitude of organizations with an interest in sport in the province which get engaged at some time and on some basis with the Sports Services Section which are not sport governing bodies in the narrow sense. I think here of OFSA, the OUAA and the OWIAA or the Northeastern Ontario Regional Sports Council or the Northwestern Ontario Regional Sports Council or the Union of Ontario Indians or the Council of Franco-Ontarians or a number of provincial and regional disabled or handicapped persons organizations.

I felt this general and rather neutral description of the place and roles of the Sports Services Section should be set out because they tie directly to themes of your brief to me. To the question: "Who speaks for sport in Ontario?" you say in your brief that Sport Ontario speaks for sport, and that it is the obvious voice of organized sport in the province. Then, in developing your intentions I could identify five different roles which you see Sport Ontario as either playing, ready to play, or certainly should be playing.

The first role is as the leading *forum* for discussion of sport and sport policy in the province. The second role is as a council; this is a council in the old sense of the term as giving advice or counselling — in your case, the Ontario Government about its sport and recreation policies and goals. It is not fully clear in your brief, nor was it from our discussion, whether you see this council as being essentially private or particular between your organization and the Minister or whether this would be a general and publicly known council.

I make this distinction because it is apparent that most governments are prepared to listen to any over-arching organization which represents members of other organizations and individuals, even though such an organization regularly takes an open, critical posture towards government activities in their field.

But, . . . it is also clear from my experience that governments at the federal and provincial level are very chary about funding such councils, in whole or in great part, if they operate at a long arm's length from the governments and engage with the government in an open process with the public aware of, if not addressed by, the advice and criticisms. That is, a government and its politicians do distinguish between what is really special and private counsel and that which is general and is as much the public's as it is the government's.

It also seems obvious that if this role of public and critical advisor is to have the most in independence and in credibility the council should be independent of government funding and meet its cost from its own constituents.

The third role which you assert and want is as the main administrative agency for organized sport in Ontario. This leads to the request that Sport Ontario should be in direct control of OSAC, both as one sees it as a service centre and as one sees it as a collection of employees of various sports governing bodies.

The fourth role you assert is as a program agency, directing and developing programs in subject areas and locales, to be determined by yourself; for example, in educational work, including television programming, and in marketing sport and sport information, in sport medicine, in coaching certification, and in programs presently under the Sports Services Section of the Ministry, such as the Travelcade and the Achievement Awards.

The fifth role you seek, as I read it, is as an agency dispensing funds; that is you would direct money where needed to sustain both the programs under Sport Ontario and to other deserving organizations and their programs. This insight is drawn on my part from the discussion we had and the obvious reasons why your organization both promoted the concept of a sport lottery and took up a lottery franchise.

What struck me at once after discerning these five roles you want was: "What a bag!" What a diverse, difficult mix of assignments and responsibilities you feel you should assume. The implications of such aspirations are clearly of much significance to me and the report which I will be presenting.

It would be easy enough to marshal a case that Sport Ontario has the potential to carry out roles one and two, that is as forum for sport and as first advisor to the government, once the question was settled whether you would be or should be independent of government funding.

However, roles three, four and five really imply that you would largely take over the functions now carried out within the Ministry by the Sports Services Section.

It seems imperative to me that you should demonstrate, so I could demonstrate to the government, that you have or can attain the absolute writ of sport; that you receive delegation of complete authority to you from the sport governing bodies and the other major associations with an interest in sport.

The next implications I should consider are the scale of funding from the government such as Sport Ontario must have, and then the nature of the control mechanisms for such funding as would come from the government. An obvious choice would be to remove entirely the Sports Services Section and its personnel from the Ministry and to replace it with Sport Ontario or to require Sport Ontario to develop the apparatus.

At this stage I have not divined or sensed the two components essential to such a thrust by Sport Ontario. These would be: (a) the readiness of the Ministry to approve this excision from its body and its placing in Sport Ontario; and (b) powerful indications from substantial numbers of the sports governing bodies that they would approve such a transfer of roles to Sport Ontario, and would be ready to see Sport Ontario as the collective voice, policy maker, administrator, programmer, and funder of sport activity in the province.

I have made a few enquiries with some representatives, both volunteer heads and full-time employees of some sports governing bodies and associations, as to their response to such a diverse authority for Sport Ontario. I hope to have a very thorough canvass on this aspect by the end of April.

I must add that I have been spending considerable time in dealing with ministers and deputy ministers of the government on this matter of the provincial government devolving funding and authority for programs and administration to outside bodies and in getting reactions, for example, from Management Board and Treasury and the policy secretariats, about examples which have been tried by the government. This has led me to look at a variety of organizations in such fields as health and social services and transportation and northern affairs. At this stage, most of the internal advice has raised much skepticism about the efficacy of any arm's length organization which has other than an advisory role or the right to be consulted. Most advice says: don't give an arm's length body, financed by government, *both* an advisory and an operational role.

It seems to me that you and your directors should consider replying to me to make the case more thoroughly about the roles you would have Sport Ontario fill; the authority it would seek from its member organizations; the scale and cost of the bureaucracy Sport Ontario would need; and the expectation of having or raising funds, other than from Ontario Government.

Thank you, in anticipation of a reply.

Yours sincerely,
Douglas Fisher

Role of Sport Ontario in Ontario Sports

The Five Roles of Sport Ontario

FORUM

- for discussion of all aspects of sport

ADVISOR

- to the provincial government and the minister on policy and programs

ADMINISTRATOR

- of administrative and technical services to sports governing bodies

PROGRAMMING

- operate all provincial-wide sport programs

FUNDER

- assign funds where most needed and effective

In a reply dated May 6, 1980, Douglas Budden, the Chairman of Sport Ontario at the time, responded. The board of Sport Ontario felt that I had forced their position in terms of the five roles or functions which I thought they sought. Mr. Budden enclosed a six-page paper titled "Role of Sport Ontario in Ontario Sports", apparently as a means of qualifying the aims of Sport Ontario.

No one argues seriously that individual amateur sports could or should operate without the volunteers in their thousands. The reasons for this rest on both practical and philosophical grounds. Volunteer group fund-raising and promotional support, from business and other private sources, add tangible and intangible elements to the encouragement of sport. The financial and administrative alliance of government and non-government has developed over the years as it became clear "*that an acceptable and desirable level of sport acitivity could not be self-financing*".

The lack of self-financing for even their own needs has meant that individual sports were not in a position to maintain a multi-sport federation to act on their behalf in the many areas of concerns that require co-operative action. However, an active and creative federation is justified in the same manner as that of an individual volunteer-based sports governing body and can complement government programs in maintaining a level of sports participation, organization and promotion by negotiating with private industry the underwriting of programs which will be beneficial to *all* sports governing bodies rather than any specific *one*.

The role of a multi-sport federation has been spelled out by the Secretary of State in its study, "People in Action" and that statement still holds true today just as it will in the days to come.

Sport Ontario was formed at a meeting of all sport governing bodies in Ontario, held at the Guild Inn in 1969 on the initiation of the government of Ontario. The objectives and structure of Sport Ontario are a direct result of the guidelines developed and adopted at that meeting. There has been an almost continuous search for the best means by which Sport Ontario can fulfil its purpose and role to best serve its membership.

The original aims and objectives for Sport Ontario, developed in 1969 are:

1. An advisory and consultative body to foster co-operation among the constituent members.
2. A liaison body among sport, government and other agencies.
3. A research body.
4. A collective voice.
5. A promotional body.
6. An agency to assist in the provision of services and facilities.
7. A co-ordinating body.

The one central priority for Sport Ontario was to act as the "*voice for sport in Ontario*".

Over the past 10 years, Sport Ontario has carried out these aims and objectives by operating or performing in the following activities:

- original administrators of the Ontario Sports Administration Centre.
- operating the first Sports Lottery in Canada to raise funds for the administration of the Ontario Sports Administration Centre and to provide a means of fund-raising for the sports governing bodies.
- development of a plan for the “Sports Centre of the Future” which led to the plans for Bronte, now in limbo.
- development of the “Five plus One” concept for winter sports training development at Thunder Bay.
- developed with the Ontario Medical Association, an extensive recommendation for a “Sports Medicine Secretariat” which was presented to the Ministry of Culture and Recreation.
- developed and published the “Sport Ontario News” and the annual sports directory. Both publications were the first in Canada and led the way to the many provincial publications we see today.
- meeting with the premier which achieved the government commitment to find permanent financing to maintain the operation of the Ontario Sports Administration Centre as we see it today.
- operated many committees which included the joint participation of government and volunteers such as “Women in Sport”, “Industrial Participation in Sport”, “Sports Medicine” and “Sport Plan”.
- operated the federal government-Ontario section sports program for Canada Week and assisted many provinces in their programs.
- operated an office with a full-time staff which:
 - handled many enquiries every week from across Canada and countries around the world;
 - placed Industry with Sports;
 - People with Sports;
 - answered the media;
 - assisted the sports governing bodies and their full-time staff in the areas of promotion and advice.

Sport Ontario was and still is a leader in the National Federation of Provincial and Territorial Sports Federation where the experience, ideas and solutions to common problems are passed onto younger provincial sport federations.

When the Provincial Lottery Corporation was formed, Sport Ontario no longer operated its own lottery but became the recipient of funds from the Olympic Lottery

through the province to manage the Sports Administration Centre. At the same time, Sport Ontario was licensed to retail in a Central Toronto Area Territory and began to accumulate funds from this source.

Subsequently Sport Ontario relinquished the role of management of the Administration Centre and thus could pursue the role of its Aims and Objectives. There was a transfer of its reserves, totalling \$1 million, to the Sports Administration Centre in return for the permanent use of the Toronto-Downtown Lottery Territory.

Both the territory and commissions were later reduced by the Lottery Corporation and eventually reached a point where the operation became a *Deficit Operation* and in order to maintain an office and service to its membership there was a gradual erosion of its equity carried forward from the era as administrators of the Sports Administration Centre. It is not possible, as we all know, to operate without funds so our energies were almost totally directed to fund-raising, and this took away from the time needed to provide services for the members.

The future of sport in Ontario and Sport Ontario is our only concern. We are all volunteers in sport and collectively we bring a wealth of knowledge and experience to a volunteer organization. A structure of sport in Ontario that molds individual sport bodies, a multi-sport body, volunteers as policy determiners, and professionals to administer those policies is a happy mixture and possibly a productive vehicle.

Where does Sport Ontario fit into the scene of Amateur Sport, Fitness and Recreation in Ontario? By continuing to carry out the aims and objectives as previously stated and by becoming a strong “Voice for Sport in Ontario”, Sport Ontario can best carry out its role by:

- acting in an advisory capacity to government;
- acting as a board to review and advise on the administration services provided through the Ontario Sports Administration Centre;
- performing an active liaison role between sport and the government;
- providing active involvement in the promotional art of sport.

Sport Ontario, acting as a board of governors for a federation of provincial sport bodies, must remain outside of government influence although possibly requiring basic government assistance to be a viable operating unit. Its administrative staff should be lodged in the same locale as those of its member federation offices in order to continue and foster a close working liaison.

Sport Ontario can act as a forum for amateur sport:

- to present the members' viewpoints to government and to the general public and private industry;
- by developing a "meeting-format" to review areas of interest to, for and with its members.

In an *advisory role* to the government, Sport Ontario can inform on ways and means by which resources are best to be used, carry out a review of sport services offered and how they are being delivered. A viable operating unit such as Sport Ontario can be most productive in an advisory capacity to the minister and his staff.

As a program inducing unit Sport Ontario would allow existing budgets to remain without increase but could provide the opportunity for supplemental funding from the private sector of industry and the public at large for projects beneficial to all sports.

The Ontario Sport Plan Study, commissioned by the provincial government defined roles in the following areas as being needed by sport:

- Management Services
- Technical Services
- Education Services
- Promotional Art
- Advisory Role

Sport Plan was reviewed by the membership of Sport Ontario and although many of the members were instrumental in its design, the membership felt that Sport Ontario could, with minor modifications, fulfil the role of the proposed Multi-Sports Council. Adjustments were made to our constitution which enabled educational and recreational areas to become members and thus provided an arena for a total overview of amateur sport.

The final presentation of Sport Plan was refuted by the sports governing bodies as concern was felt over the addition of another level of administration. The sports bodies felt an administrative structure was already in place and operating, and improvements required were minor not major as the Sport Plan proposed.

The sports governing bodies were not in favor of a "Provincial Multi-Sport Advisory Council which would provide supervision and co-ordination of *all resources* for sport at the provincial level."

Sport Ontario, in an advisory capacity to the minister, can provide the full support of all sport governing bodies and their membership and keep the minister aware of the needs of sport in this province. Sport Ontario can be the forum for sport in Ontario, and given the opportunity, could continue to meet its aims and objectives for the promotion and improvement of sport in Ontario.

The board of directors firmly believes that it is reasonable to have recognition of Sport Ontario by the minister as the one association in the province that offers the format for and has the responsibility of providing a meeting ground for sports, recreation and educational bodies in this province.

D. Budden,
President,
Sport Ontario.

There is a primacy given in this paper to the requirement that the minister for Culture and Recreation recognize Sport Ontario as the voice for sport, and as his prime advisory body in matters relating to sport. The paper reiterates "the original aims and objectives for Sport Ontario developed in 1969" and surely the assertions that Sport Ontario shall be "a research body" ... "a promotional body" ... "an agency to assist in the provision of services and facilities" ... "a co-ordinating body", confirms that the idea that Sport Ontario was to be or is to be substantially just an advisory group to the minister is not fair.

This brief repeated the assertion made to me previously that Sport Ontario "can provide the full support of all sport governing bodies and their membership" in advising the minister. This assertion was contradicted by almost every experience that we had in querying those engaged in sport about their opinions and understanding of Sport Ontario. It was not so much that we got a lot of antagonism expressed about Sport Ontario; it was more that most observers had concluded the organization had proven to be inadequate during its existence, or that their sport or their association would not devolve its authority in any dealings with the government to it.

I arranged to have another meeting with the board of Sport Ontario and on June 16 at a meeting at the Constellation Hotel, chaired by Ruby Richman, QC, the newly elected chairman of Sport Ontario, I expressed what I was going to tell the minister about my report's views on Sport Ontario. I could not advise the minister that Sport Ontario be recognized as the advisory group to the ministry for sport. At the local and regional levels of sports activity, within the ministry and within the staffs of the individual sports governing bodies, we could find no one willing to recognize that Sport Ontario was indeed the voice of sport in Ontario. To say that it was, or a declaration by our report that it was or that it should be, would not make it so. We would not say to the ministry: ignore Sport Ontario; it may well have potential to be a useful, capable, representative group which will make good suggestions and cogent criticisms, but it is premature, given its present composition and the lack of support for it which we encountered, to declare that this is the group which speaks for sport in Ontario.

In both my discussions with the board of Sport Ontario, and in other chats with members of the board, there was usually vigorous expression of the view that the volunteer in sport had both the authority given by election by the membership and the detachment which comes from not earning a living from sport, to lead sport, in contrast to the full-time staff, "the hired help", who had been taken on by the sports governing bodies after 1969 when the federal and provincial governments began to provide the funds for executive and technical directors and administrative services.

What so many of the volunteer leaders seem to be saying boils down to this: the ultimate control and direction of sports governing bodies by volunteers is increasingly being put in jeopardy by the full-time staff of these organizations, particularly as such staff develop a rapport and a working association with the full-time bureaucracy of the provincial government within the sport services section of the Ministry of Culture and Recreation. This clear sensitivity has been exacerbated by the creation of the Association of Ontario Sports Administrators (AOSA). AOSA has been critical of Sport Ontario as an organization dominated by volunteers.

Relationships between volunteers as leaders in sport and full-time paid staff as administrators and coaches in sport has no easy or final resolution. The larger a sports organization gets in terms of membership, spending and competition, the harder it is for the volunteer to keep in close touch. We encountered an impatience which seems to be growing on the part of many of the full-time people in Ontario sport with the inadequacies of the volunteer as policy maker and as boss. Even the full-time staff would admit that there is an increasing shortage of recruits for the volunteer chores of sports organizations. This is particularly true of sports in which the bulk of the

competitors are above the age of early adolescence; that is when the ready involvement of parents is less and less guaranteed.

What the provincial government must recognize and the leadership of the sports governing bodies must accept (including full-time staff) is that the dilemma of the volunteer won't fade away; that it will continue, and that it needs to be addressed with continuing programs of leadership training for volunteers and by in-house training and upgrading of full-time staff. Of course, there has been a long tradition of leadership training programs sponsored by the provincial government. It is fair to say, however, that these need a fresh start with a particular direction towards short programs for sports volunteers, assisted by a grant or subsidy arrangement which will meet part of the cost of taking the courses and a clear measure of recognition of the achievement for those who complete them.

The bite between the volunteer leader and the full-time staffer in sport reminds one at times of the tussles between boards of education and teachers, i.e. it seems the two parties often overlook the third party: in education, the student; in sport, the participating athlete.

While it is often the case that the volunteer leaders of SGBs are ex-athletes in the sport, rather more so than are the full-time staff people, it was clear in some real cases that the pace of change in sport, particularly in the concentration on coaching and training techniques, has led to realities for athletes in terms of time and support they need, which some volunteers are slow to appreciate. Often the paid staff is closer to the athletes' or the team's needs, and begin in time to assume that the volunteer is either a block to progress or a supernumerary step in consultation and decision.

You can't write specific prescriptions for such situations. You can draw the attention of both parties to the primacy of the third part of the triangle — the participants! We do recommend that in the special effort the ministry should make in concert with OSAC and the SGBs to give seminar and training opportunities to volunteer leaders that these issues be presented, perhaps for most effectiveness with some case histories.

Ontario Sports Administrative Centre (OSAC), Association of Ontario Sport Administrators (AOSA) and the Ontario Sport Foundation (OSF)

Ontario Sports Administrative Centre Association of Ontario Sports Administrators

As the magazine of OSAC puts it: "The Ontario Sports Administrative Centre Inc., located at Toronto, serves as a focal point for the province's sport community.

"The Centre houses the administrative offices of 40 provincial sport governing bodies or associations, along with their full-time executive and technical staffs.

"OSAC was established to strengthen both resident and non-resident associations by providing common administrative support services such as secretarial assistance, office space and meeting rooms, reproduction and printing, typesetting and graphics, and mailing facilities. In addition, the Centre publishes a provincial sport magazine and operates an information service department to serve as a resource centre for and about Ontario's sport associations and the amateur sport community in general.

"The Centre is primarily funded by the Sport and Fitness Branch of the Ministry of Culture and Recreation, with supplementary funds deriving from partial charge-backs for services provided to the sport governing bodies. Similarly, the sport governing bodies using the Centre's facilities and services, exist as separate and autonomous organizations."

Mr. Anton Furlani has been the managing director of OSAC and he is guided by a board of directors, several of whom are appointed by the ministry. From what we could see and hear, particularly from the ministry's sport consultants and various directors of SGBs, Mr. Furlani runs an efficient organization, and within the bounds of funds he has to work with, and what the SGBs have, good services are offered and good administration distinguishes the centre.

In essence, OSAC is a service administration, not a strong leadership element in Ontario sport. Its existence has spawned the creation of another organization, The Association of Ontario Sports Administrators (AOSA). Early in its existence OSAC was a creature of Sport Ontario but largely through the determination of the latter organization to cut its own furrows, OSAC was hived off. It seems to be an arm's length organization (from the government) which works fairly well. On Mr. Furlani's side there are no complaints about the accountability requirements of the ministry. On the ministry's side the only questions raised recently have been about a project, the Ontario Sport Foundation, with which Mr. Furlani has been associated. We return to it later.

The gathering of so many full-time administrative and technical staff of SGBs in one building did bring them together in AOSA, but there hasn't been the scale of cross-fertilization or the emergence of joint endeavors (say in fund-raising or mutual coaching development programs) that some of the originators of the Centre concept expected. It's an intangible but it seems fair to say that the joint housing of so many full-time staff has been partly responsible for creating some of the bite between volunteer (usually elected) leadership of some of the sport governing bodies and the full-time staff people.

In early 1979 AOSA produced a bulletin which was widely circulated. It criticized some of the activities and ambitions of Sport Ontario. The plainest conclusion one could draw from the bulletin, aside from the vigor of its argument, was that there has emerged among the full-time workers in Ontario sports organizations a critique of the general leadership provided by volunteers to sports governing bodies. In effect, the AOSA was pointing out to the officials of the Ministry of Culture and Recreation that Sport Ontario was asserting its authority and competence without any real evidence that it was entitled to the authority or had demonstrated its competence. The association presented the inquiry with a submission dated June 25, 1980. Nowhere does this brief of four pages mention the association's previous criticism of Sport Ontario but it makes a number of assertions and requests which reflect, in our opinion, a great confusion about role and responsibility.

One line of argument runs like this: The government of Ontario has recognized sports governing bodies by funding them as the co-ordinating agencies for sound growth and development of sport and recreation across the province. As a consequence, the SGBs have had much of their role clearly defined by the government. AOSA seems to be saying that such definition by the government is wrong.

At the same time it asserts that the role of sports governing bodies should be integrated into our educational system from the primary schools through to and including universities. SGBs should also be “integrated” into the community directly so that they have “input into municipal sport and recreation planning board”.

AOSA argues further that at any level in Ontario where sport funding allocations are made, the sports governing body should participate. The call is for a broadened mandate. Sports governing bodies must have a “greater degree of both lateral and vertical mobility”. There has been a failure of the government in its policies to recognize the potential of sports governing bodies.

Before one turns to the recommendations of AOSA which flow from these ideas, we have to note that the roles and power attributed to government are hardly what the government (whether as politicians or officials) thinks exist. Although the government assumed funding support for the basic administration of sports governing bodies in Ontario some years ago, sports governing bodies both pre-dated the funding and continue to owe their nature and draw their responsibility from their sport and its membership and competition, not from any mandate of government.

This issue of the government’s place in sport as authority or patron or legitimizer is a very hazy one. Time and again sports leaders, particularly volunteer leaders, gave us sermons about government interference in their affairs, or the inability of government officials to appreciate their needs and to respond intelligently to them. Indeed there is so much of this that one is easily tempted to cut off any figurative umbilical cord between mother government and baby sport.

The paradox of the relationship between the Ontario government and sport is very apparent in the three main intentions advocated by AOSA:

1. It seeks a permanent, high level committee which will bring into association all the elements in education in Ontario and all the elements in sport.
2. The association wants the government to establish a formal relationship between sports governing bodies and the Ontario Municipal Recreation Society, and also to guarantee “a mandatory input from the appropriate sports governing bodies in the planning component of all new community sports and recreational facilities”.
3. The sports governing bodies must be given by government much more involvement in “the approval/rejection” of funds to various segments of sport, including an input to decisions of Wintario capital grants for community sports facilities; a voice in the approval of non-capital Wintario grants; an involvement in physical planning for the elite athlete funding programs; and complete participation by the sports

governing bodies and AOSA in any body established to work in the private sector for fund raising.

Clearly there are some bits of common sense from previous experience somewhere in these proposals. When you match them with somewhat similar demands and recommendations of Sport Ontario you begin to appreciate the confusion over the government-sport relationship. We would hope that even those in AOSA and Sport Ontario could see how unready organized sport in Ontario is for a single, authoritative body which is forum, voice administrator, policy developer and programmer.

On the other side of the claims of AOSA and Sport Ontario are, or should be, OSAC and the ministry’s sport operation. Which should take the responsibility for liaison and discussion? Such should be continuous, and certainly should preface a determined effort to deal with the clash between volunteer leadership and full-time staff.

One must admit that it is dicey generalizing about the situation when there are 40-odd SGBs housed at OSAC and when some of the SGBs have an excellent working relationship between the leadership and the staff.

There are several other issues which require addressing and the development of process. The basic salaries of the executive and technical directors for Ontario SGBs are too low now to attract and, especially to keep, mature experienced people. The turnover has been high. Green people out of schools keep taking posts and many of them leave for better ones outside, in the municipal recreation fields in particular. Continuity doesn’t build. We were staggered to find from both the AOSA brief to the inquiry, and from personal discussion, how few of the staff people know the antecedents of OSAC or the policies on sport of the provincial government, particularly as they have developed.

We *recommend* that there be immediate discussions between the ministry consultants, as a body, first with the board of OSAC and the executive of AOSA, and then with the leaders of the SGBs, regarding the salary ranges of staff and workable means to raise them. There is nothing to prevent individual SGBs bonusing their employees, yet the government-approved minimums tend to be the minimum and the maximum. At the least the floor level must be raised as soon as possible, preferably from ministry funding. It seems feasible for most of the sports to then give priority to a common plan of providing the range of increments any worthwhile job merits, from funds raised by the sport itself.

The Ontario Sport Foundation

Several years ago when OSAC was faced with the problem that it had run out of space for the growing number of SGBs housed in a building on Jarvis Street its managing director, Anton Furlani, searched for a suitable replacement and a means of leasing it in a frugal arrangement. The result was the leasing of the current place of OSAC on Vanderhoof Avenue. It had been an office building for Phillips Electric. The lease was taken by a private non-profit organization incorporated for the purpose, the Ontario Sport Foundation. It is a lease for three years with an option to buy after three years. In turn OSAC rents the building from the OSF and pays all the operating costs, with the government reimbursing OSAC for these annual costs.

Because of the option, one of the issues facing both OSAC and the ministry is what should be done about it. The issue is further complicated than whether the present building and location are adequate because of representations from East York municipality, where the building is located that its present use (and tax status because of the use) doesn't fit its zoning laws and tax needs.

Mr. Furlani is on the executive of OSF, along with two lawyers both interested in sport and legal advisers to several sport organizations, Lawrence Herman and David Peirce. These men obtained supplementary letters patent for OSF which give it a tax number for individual or corporate donations to the foundation in support of its purposes, particularly of supporting the creation of an Ontario Sports Hall of Fame.

We spent considerable time with Mr. Furlani and with Messrs. Herman and Peirce, discussing the creation of OSF and their intentions for it.

At the core, the basic intention was to create a private non-profit corporation at distant arm's length from government which Ontario sports could use to raise, administer, and distribute funds for themselves. Messrs. Herman and Peirce argue that at present OSF is nothing more than a shell with a tax number. It is an instrument waiting to be used.

What makes consideration of OSF even more difficult is another set of proposals which Herman and Peirce have put forward to the government: to tax professional sports in Ontario — hockey, football, baseball, and soccer — dedicating the funds to the foundation. The latter's directorate would be enlarged to make it representative of Ontario SGBs and capable of receiving and distributing both the dedicated tax revenues and the donations which the foundation would campaign for, especially from large private corporations with an interest in backing sport endeavors.

The model which attracted the pair was the Ontario Jockey Club. It has the legislative authority to handle its own affairs in racing without close supervision or interference from government.

At heart they want a relationship between the SGBs in Ontario and the various sport clubs of Ontario which is out in the open and as far away from government as possible. Eventually they would like to see a complete structure and organization for sport in Ontario, with a fund-raising, marketing and public relations segment, linked with OSAC and having an over-all board of authority which would be responsible for organized competitive sport at the provincial level.

Over on the government side, Messrs. Herman and Peirce see a ministry which really wants to plan and direct sport within a matrix of its own devising which treats each sport as an equal. The system, they argue, reminds them of the complaints voiced by the auditor general in Ottawa: The ministry would punish good management and excellent initiatives on the part of any SGB or club which does well in raising its own funds and in generating able, continuing programs. They have been unable to find within the ministry any willingness to think of applying critical standards to the respective sports and applying any priorities which will reward the good ones. The mentality, as they see it, is geared to losers, not to winners.

We found much suspicion within the ministry about the OSF conception and about Messrs. Herman and Peirce, on the basis that they had rushed into unilateral action without full consultation with ministry staff or with the SGBs. The dedicated tax proposal has been considered in the past (as indeed it was in 1974 and 1975) and found unpalatable at the cabinet level. The hall of fame aspect has not been thoroughly canvassed or thought out. Further, the very difficulties of Sport Ontario in working out proof of its assertion that it is the "voice of sport in Ontario" indicates the premature nature of the Ontario Sport Foundation.

The ministry, through the deputy minister and the leaders of sport services, have given much consideration to the situation posed by OSF. Mr. Furlani has made the point to us that he never intended to take part in something that would be an embarrassment to the ministry. He did want to see something launched to take advantage of the Vanderhoof location and to get some potential organization under way for fund raising for sport in Ontario.

What to suggest?

Firstly, the dedicated tax proposal deserves renewed consideration at the ministerial level. The appetite of amateur sport for funding is not going to lessen if it is to attain both the participation and the excellence that is possible. Elsewhere we suggest putting on hold the idea of an Ontario Sports Hall of Fame on the basis that

Ontario already has three of these (the Canada one, and Hockey's, at the CNE; and Football in Hamilton) and that an Ontario aspect could be developed at the CNE in concert with the Canada's Sports Hall of Fame.

The Ministry of Government Services should be able to advise promptly and forthrightly whether the Vanderhoof building and location is worth going ahead to take advantage of the option to buy, contained in the leasing arrangement between OSF and the owners. We realize our opinion is superficial but it seems an excellent building in a good location. As for the tax deductibility number, Ontario sport governing bodies do not have this asset at present although the Olympic Trust and Hockey Canada do at the national level.

Again, this inquiry is not equipped with the experience and so the judiciousness to comment on such a tax number. It does believe that there are priorities for sport such as master coaches and regional training centres and multi-sport centres in major locations which it would rate ahead of an Ontario Sports Hall of Fame.

The questions do loom: should provincial SGBs and individual sport clubs be without a tax deductibility ability in treating with individual and private donors, when so many other voluntary organizations have them or when one major national sport body, the COA through Olympic Trust, has the provision? It is a very large, complex issue. It is also clear that Ontario cannot take any unilateral action since the provision of a tax number comes out of a federal authority and because so many other provinces and their SGBs and sport clubs would want such a privilege.

The entire matter of funding for sport is "swirl". There was the long expectation, partly-realized, on the part of sport organizations (who first led the charge) that lotteries supervised by governments would provide their main funding. There has been the commitment, first by the federal government, quickly joined by the Ontario government, to provide funding for administrative purpose to SGBs. There are programs of grants to athletes and coaches, grants for research and testing, and travel and equipment grants (though these usually with "matching" provisions).

OSAC may indeed be the nucleus on which Ontario could build a full, self-governing, self-administering organization for Ontario sport, and the shell of OSF might well prove useful as a part of such organization. Certainly, a prime aspect of such an organization would have to be fund-raising (and fund-dispensing).

Our own predilection is against the idea of much more in the way of funds from the province's general revenues going to organized sport. We sense that this is likely the attitude of the present government and most of the members of the legislature. If one takes such a position, then immediately one has to consider the alternatives. Dedicated taxes "à la Jockey Club" is one way. Tax deductibility for SGBs and sport clubs is an enabling means. It doesn't automatically provide monies. A special annual sport lottery (which we recommend elsewhere in the report) is another means. Another is the opening up for sport by the Ontario government of the same provisions it has issued which enable cultural agencies such as ballets and symphony orchestras to get matching (and more than matching) funds from it to go with funds self-raised. It is time for the ministry to demonstrate the same skill, ingenuity, and leadership on the sport side that it has shown with its cultural industries programs.

We believe that within six months the government should answer the questions about dedicated taxes, its stand on tax deductibility, and the prospects of a special sport lottery.

What we would rue is a resort to the jaw-boning so prevalent among federal politicians the past two years, haranguing sport organizations to get out and raise their needed funds from private business. There is more to be achieved there than has been the case but the sums are very finite (and not enough) and the efforts to get them need fostering and much promotion, roles for which the ministry is presently not in a position to provide much leadership.

A final comment on the likes of Herman, Peirce and Furlani, and it could go for a number of hustlers we've met, notably in the sports of soccer, gymnastics, and swimming. So often the real doers in sport are impatient and take short cuts. We were associated with one such in Hockey Canada for a number of years. We remember that the best brains in hockey set a ceiling of \$90,000. as the net revenue to be expected from one international venture; the net revenues for amateur hockey alone turned out to be five times that. The officials of the federal government were literally aghast at the speed and flexibility of the negotiations and arrangements but later shared in the glow of the favorable financial take.

Perhaps Messrs. Herman, Peirce and Furlani got ahead of the game but it should be the ministry's role in its relations with amateur sport to consider their propositions, to decide for or against them with some dispatch, but above all, to try to encourage the energy, skills and initiatives they symbolize.

Sport and the Public Servant

There are several fields of human endeavor in which contention and hyperbole seem intrinsic. Sport is one of them; so is movie making and the film world; so is most pop entertainment; and of course the classic field which would occasion such a comment is politics.

With the increasing association of politics and government programs and policies with sport has come the bite between the codes of government and officialdom — and the attitudes and style of sport. The heart of the British system of democracy is the idea that the elected politician who attains power (that is, individually the minister; collectively the cabinet) is the public face and voice of government.

Ministerial responsibility is the umbrella over the officials who make government function and who advise ministers. At heart, as well as in theory, these officials are anonymous and certainly it is recognized widely in Canada and in Ontario that the minister or his secretary from the Legislature is symbolically and practically the voice and the opinion-maker of the government.

It is not possible, of course, to have an absolute seal of anonymity over public servants. Almost every constituency of interest in the province will know the name and probably a lot more about the particular official and the particular branch or section or directive of the government which deals with his or their interest. What is unusual about sport is that the bumptiousness and oral emphasis of the field tends to demand a public figure to relate to, rather than a private, anonymous one.

Given the profusion of sporting endeavor in this country, and the demands for help and money and presence from the reigning politicians, sports leaders and spokespeople have to deal with officials. They create problems for these officials, whether they enjoy and admire them, or dislike and criticize them, and often they will do both in a short period of time.

Both at the federal level and in Ontario, we have witnessed situations in the past decade where sport has dealt openly and loudly with government officials. On several occasions the publicity in the media has projected a kind of “Mr. Sport” of government. It is almost impossible for such a governmental official to escape a public profile and yet when he gets it, there is a double jeopardy possible. Firstly, it may put his politician master’s nose out of joint, and that has happened on occasion with unfortunate consequences for the official. The other jeopardy is even more difficult and that comes from the officials in government senior to the one who has become known through his sport’s work. Deputy ministers and assistant deputy ministers in our Canadian system seem to have an enormous sensitivity about those below them in the hierarchy who earn a public reputation, whether that reputation is good or bad. It is our observation that this sensitivity really doesn’t stem from any jealousy or envy but rather from that respectful

concern for the principle of anonymity. Somehow there has to be something wrong about the conduct and methods of a government official who keeps winding up in the newspapers or on television.

This may seem like a petty matter or nit-picking but we have seen several of the ablest sports administrators literally forced out of government service because the people they dealt with in the sport constituency made them so well known.

We make recommendations in this report for a number of programs and projects in the sport field. We have in mind that one of the key government officials in developing these projects, and making them good, will be Abby Hoffman, who is at present head of the Sports Services Section within the Ministry of Culture and Recreation.

Ms. Hoffman also happens to be a widely-known ex-athlete, a leader in the feminist movement in the country, and a remarkably capable public official. We expect that she will have a very fruitful career in sport and as a government official. There is no way in which she can do such work well without becoming even better known than she is because of the nature of the sport community. It is certain that she will cause explosions of criticism or sharp discussion over both decisions and opinions with which she will be identified. We make this exhortation to both ministers and senior officials of the Ontario Government to recognize that it is literally impossible to have an effective official in the sport field and have that official remain anonymous or even relatively unknown and uncontroversial. Put more positively, we believe that a public profile, within the bounds of both common sense and the nature of a minister’s position, is essential for a good servant of the provincial government in the sports field. If this advocacy seems too crass, if it seems too supportive of extrovertist and unapproved behavior and comment, remember that the very publicity is a form of public examination. If an official is no longer anonymous, he or she is clearly criticizable in a public way, and so more readily judged as to accomplishment.

It is a small observation but perhaps worth making: we found a remarkable distinction between enthusiasts or zealots in organized recreation and those in organized sport. In adjectival terms, recreation people, as a generalization, tended to be co-operative, courteous, reasonable and predicated towards opinions and policies expressed in print or near-print after the traditional fashion of governments and academic institutions. Sports people tended to be aggressive, argumentative, demanding, self-centred or activity- and event-centred, and intent on direct personal exchange and arrangements by word of mouth. As the colloquialism goes “two different kinds of cats”. We draw these generalizations to sustain our argument that sport is of such a nature that both ministers and deputy ministers must appreciate it puts unusual demands on those in government who relate to them.

Sport and the Consultants

This is perhaps the least awkward place in our report to touch on a matter which is confusing and difficult. There has been a remarkable proliferation of consultants and consulting firms in Canada, particularly in Ontario and, even more particularly, in Toronto. Governments at all three levels have been increasingly using consultants or experts to investigate and report on past, current or future projects and operations, for fees which may be based on a contract for a set sum, or on a cost-plus basis. In mentioning this fairly new kind of “industry” we have no intention of taking a poke at any of the people engaged in it. After all, this inquiry has hired the services of some of them.

What is noticeable about so many engaged in consulting, or who are engaged by consulting firms who work on a project, is that so many once worked within government in the subject fields for which they consult, or they are engaged in universities and community colleges on a full-time basis and have worked as or for consultants as sidelines. There often is an invidious tag on consulting firms who get a lot of government contracts. They can be seen as, or are alleged to be, tools of a partisan kind, even as patronage vats. Our critical comments focus on two aspects of the engaging of consultants by government. We believe the Ministry of Culture and Recreation should put more critical examinations into the data roster it keeps of all those organizations which seek to do consulting work for the ministry and its agencies. We realize that often the need for speed and confidentiality makes the tendering of consulting projects impractical, but we know that once a contract has been awarded word of it usually gets out in some form or another to those interested in the field; therefore we believe that the ministry and any of the agencies which it funds should circulate to every person or firm on its roster of consultants, the shorthand data of the job after it has been contracted for, including description, timing and cost. We believe that this would help, at least a little in undercutting some of the speculation and opinion which we encountered that suggests that civil servants in the ministry and its agencies have played favorites or had “sweetheart” deals with consultants.

We met nothing of substance to support this but with any lines of work where so many people and groups with splendid paper qualifications are involved, there should be a formal and continuing awareness of who the players are and who’s been getting what for how much.

When we examined the number of studies on recreation prepared for municipalities, partially paid for by Wintario funds, and done by private consulting firms, it became clear to us that the range of capabilities of consulting firms is enormous. Without singling any studies out for praise or blame, we concluded that the quality is so various that the ministry itself and its associated groups in the municipalities who have needs for advice in recreational matters should know about that variety and consider some steps to use more of the better ones. At a minimum, a municipality seeking to engage advice for a price should be able to get “leads” from the ministry.

The other touchy point about consulting is the part played by academics who are on the staff at universities and colleges. As a rule of thumb we think that any academic who makes a practice of doing consultancy work under contract to government, or as an aide to a private consulting firm, should not hold any position in any of the academic or research organizations which are funded in any way by the ministry. The reputation for detachment and objectivity of an academic who is a spokesperson in the field or a recognized research expert is not hurt, as we see it, if he or she does consulting work on a regular or even on an occasional basis, but when those who do this also have another association with public officials (who hire consultants) through a professional or a subject organization of a non-profit nature, there are often suspicions of a possible conflict of interest or of an undue advantage.

The Media and Physical Recreation, Sport and Fitness

We found recreationists who regretted there wasn't more of a public forum for recreation issues in Ontario abetted by media attention. People engaged in fitness projects or promoting them would recognize that the recurring focus on items in the media, including TV spots, was popularizing fitness. Sports people were somewhat different. There is a deep vein of complaint, even bitterness, because they believe amateur sport does not get its due share of space and time in the media. In particular, there is the contrast to (the seemingly inordinate) coverage and display given to the professional and continental sports (North American).

Time and again over the past dozen years we've noted that whenever amateur sport leaders and staff get together to chew over their needs and worries it is almost certain that the talk will get to "publicity" and "our fair share of attention". So often the opinions and the information they are based upon are evidence that more time has been spent fretting than either coming to understand the gathering and distribution patterns of the media or to doing something coherent and practical about the alleged short shrift their activities receive.

We decided that an appendix of this inquiry's report should present an analysis of how sport in Ontario (and, of course, in Canada) is covered by the media, largely to provide sport governing bodies' staff with an understanding of the opportunities and the limitations.

Several points must be made:

1. Complaints centre most on topical coverage of amateur sport activity, mostly by television, then on the coverage in the metropolitan papers. There is little dissatisfaction with radio coverage, particularly as a bulletin board for sport.
2. In most of the smaller cities and towns the sport people generally agree that their local paper and the radio stations treat their activities rather fairly at the local level. It's the provincial, national and international levels of athletic performance and competition which get short shrift.
3. Most "wish" talk among sport people usually gets to ideas about "having our own TV shows", often without any appreciation of the cost factors or the difficulties in getting prime time exposure on any channel with a substantial viewing audience, or the sheer talent and ingenuity that must be assembled to create either an attractive series of programs or to provide good actuality coverage of an important amateur competition.

It's an interesting comment on us all that there usually surfaced in any discussion the idea — perhaps "feeling" is a better word — that TV Ontario as an arm of the provincial government or the CBC as an arm of the federal government should be doing more to cover and promote amateur sport than has been done. In the appendix we deal in some detail with the policies and coverage these two networks provide amateur sport.

What is seldom appreciated, from a strictly Ontario viewpoint, is that the news-gathering and distribution systems for sport, indeed for any news, are not organized on a provincial basis. Toronto, of course, is the main national centre for the gathering and distribution of news but it's rare to find an awareness, even a consciousness, of something definable as provincial news. Even in politics, the provincial arena takes a seat well-back of the national politics. One might even exaggerate and say that Metro Toronto politics get more attention in the media than do provincial politics. Where there is so little sense of a provincial entity, it's hard to even consider a provincial world of amateur sport to be defined and covered.

Of course, TV Ontario, run by the Ontario Educational Communications Authority, has a potential reach into the majority of homes in the province. It happens to be an agency under the aegis of the Ministry of Culture and Recreation. We looked at its operations fairly closely.

TV Ontario produces much of its own programming, buys some of it and keeps a sales and distribution service for its materials. Through on-air channels it is available through most TV sets in Ontario, although it does not have a deep or broad penetration into even a sizable minority of TV viewing time of Ontario residents.

TV Ontario has never programmed for currency or topicality. It offers no daily news or sportcasts. It has never tried to be, even faintly, a bulletin board or an information source (on air) of governmental activity, whether of departments or agencies. It does not program primarily for in-school use, and its programs generally are not directed to specific groups such as community college or university students.

TV Ontario has done some program making in the fields of physical recreation, sport and fitness but none of it has been in the form of "spots" or in sustaining series of broad scope. The emphasis has been on half-hour programs, produced with some care, which can be re-run or sent out in cassette form to interested viewers or groups and associations. It's fair to say that none of the subject fields of this enquiry has been of a serious, continuing interest to TV Ontario programming. Its leadership makes the point that it is not geared to topical coverage, either of actuality events or of regular reporting or regular commentary. However, TV Ontario is a provincially-supported distribution system; it has considerable expertise in production, particularly in film-based materials. It is the most obvious potential resource for sports and recreational activity programming in Ontario. However, to become really a contributor to developments and interest in the three fields of our enquiry, TV Ontario would certainly need more funds (which will be hard to come by) and, more important, a major change in its attitude about topicality, its responsibilities as an information source about events, general activities, and the personalities of our fields.

To this date, TV Ontario has been more interested in cultural topics such as history-politics, music, drama and science. It has not had a regular liaison or involvement with either sports governing bodies or recreational associations, and it has never really attempted to project the accomplishments in sport and recreation at the municipal level where so overwhelmingly much takes place.

We hesitate to make any recommendations with regard to TV Ontario and the coverage of amateur sport in Ontario. The bent of the production is towards cultural and general information programs and documentaries, a sort of PBS North, or CBC Radio network without a news service on TV. To enter into a consistent policy of treating amateur sport seriously, either through a major series on coaching, say, or through rather steady actuality coverage of major Ontario championships, or through topical coverage, close to news or in news-summary form, would require money and the acquisition of talent which understood and was experienced in most of the wide range of sports we have in Ontario. As a judgment call, we do not believe there is either the interest or any readiness in the leadership of TV Ontario to make such choices, which, inevitably, would both change the character of the network's programming and cost a lot.

TV Ontario leadership seems chronically worried about keeping its distance from anything which might look like advertising or displaying provincial governmental activity. The constituency it seems to seek across Ontario is a rather high-minded one, intent on cultural activity or public affairs, history and sociology — the kind of viewership that reads the "national newspaper" or knows there is a New York Review of Books. On the educational side, physical education and sport within the school system have never consistently attracted TV Ontario as a programming field.

This analysis doesn't offer much promise to amateur sport activists in Ontario but there's no point trying to gild a lily that isn't there. *We do recommend that the minister and his assistant/deputy minister responsible for recreation and sport discuss with the executive of TV Ontario the possibility of more programming about the activities in these fields in Ontario, particularly about the prospect of using TV Ontario's network as a bulletin board and promotion means (through short spots) of specific activities.* There is a wealth of such activity throughout the seasons across the province.

Insofar as the other networks and news-gathering agencies are concerned, to get better coverage the amateur sport people will simply have to slug it out by examining their own capacities to recognize the steps required to catch the continuing attention of editors, reporters and producers. There's no dearth of well-packaged sport news in any news room in Ontario. Overwhelmingly, most of it flows from regular professional sports which seem to guarantee readership or audience or viewers. Amateur sport will never break into that surfeit and variety fully and consistently without a long, steady grind of hard, calculated work. As sure as anything it is not an endeavor in which the government can help by throwing money at it.

Indians and Metis, Franco-Ontarians and Handicapped People

The Ministry of Culture and Recreation has a Native Community Branch, and an agency which it finances: the Council for Franco-Ontarian Affairs. Since both the Indians and Metis of Ontario and the Council made representations to me about their respective recreational and sporting needs, it's necessary to comment at length on them. It's fascinating that all three groups have emerged in organized form out of initiatives first sponsored by the federal government.

The Franco-Ontarians

I had several good discussions at length with members of the Ontario Council for Franco-Ontarians, headed by Mr. Omer Deslauriers. In the long term the Council is not against Franco-Ontarians joining the main stream of Ontario recreational and sport activity, but for the immediate years ahead they see the need for a modicum of separation or of parallelism in both fields. They believe that sport participation opens young Franco-Ontarians to assimilation and the loss of their language. Therefore, they want their own programs. They see an imperative for leadership and coaching programs in French, animated by Franco-Ontarians. They gave an example in gymnastics, a burgeoning activity in which few Franco-Ontarians take part. They believe there should be an over-all analysis of their needs to determine the coaching and human resources which would be required to develop a strong gymnastic program.

Their perception is of two basic agents in the fields of recreation and sport: a) the municipal recreation operations; b) the provincial SGBs. They face three general situations regarding municipalities.

1. In Eastern Ontario the composition of municipal population is such (e.g. Hawkesbury or Cornwall) that they hold considerable influence in the municipal councils and school boards; therefore, there's a ready willingness to aid sport and recreation for Franco-Ontarians.
2. In Northern Ontario, although another third of Franco-Ontarians live there, their power on most municipal elected bodies is much less than in Eastern Ontario and there generally isn't much attention or resources for Franco-Ontarian needs.
3. In Southern Ontario, the last third of Franco-Ontarians is scattered widely in many communities and the impact of the French fact is slight.

The Council builds a case on statements by the premier and several of his ministers which emphasize that French-Canadian culture as a reality should not be limited to Quebec and that French-Canadians should all know that in Ontario they can retain their language and their heritage and "grow as Canadians with access to all the opportunities we have to offer".

They referred me to a speech of the Honourable Keith Norton given in Kapuskasing at the opening of the Child and Youth Development Centre earlier this year. In one paragraph Mr. Norton said that "the role of the

government is to allow individuals to help themselves, in many and varied fashions. Therefore, the Franco-Ontarian has the right, and the responsibility, to help determine the nature of the social services required by the French community". The Council representatives suggested to me that recreation and sport fit within the broad view of social services.

The representatives showed me Deputy Minister Wright's memo of May 14 to all agency heads about a policy statement for French language services. Attached to this memo was a paper entitled "A Policy on French Language Services for the Ministry of Culture and Recreation" dated April 10, 1980. On page seven, under the heading of "Immediate Tasks", item no. 3, is a call for the sports branch and field services to review the current Ontario sports structure and ensure that it services the French community. Item no. 4 is to evaluate the current leadership program and to ensure that it meets the requirements of the French community as a whole. The representatives made the case to me that a real starting point for fulfilling such tasks is out in the province in the communities where the Franco-Ontarians live. Therefore, they want to carry out an analysis which would dovetail with these two tasks. Indeed, neither they say can be done sensibly until there is such an appraisal.

We discussed the distinction between competitive and elite sport (which is the overwhelming focus of sports governing bodies) and the recreation and basic sport programs (which largely fall within the operations of municipalities through their recreation operations or through the school boards). How was the provincial government, as aids to them, to deal with these two forms of organizations? — the one at a very distant arm's length from the government, and the other at a near arm's length but with substantial autonomy, including an almost stereotype which says that each municipality will determine its own choices in recreation.

I assured the representatives that I would present their case to the minister and the ADM and tell the premier of their aspirations to be funded by the government for the study they seek.

There is a knotty issue here which has implications in policy terms, on which I doubt I have a role in making definitive recommendations.

The study the Council seeks would certainly lead to recommendations for policy and programs, much of which would certainly be sought from MCR, asking for funding and services. While our contacts in both Northern Ontario and Eastern Ontario with sport and recreation activity and spokespeople were not numerous even so the issue of Franco-Ontarians did not come up. We can't say, even off-hand, whether there is a crying need for opportunities and programs in French led by French-speaking leaders and coaches. Our reading of the ministry staffs in both recreation and sport is that they haven't great sympathy for the Franco-Ontarian aspirations in their field. In sport, in particular, there are so many other items which have high priority that one encounters the attitude that any opening up of substantial support for specific Franco-Ontarian requirements will drain away funds and personnel from activities for the generality of Ontarians. Indeed, the same argument rose with regard to the Indians and the Metis and the handicapped people. If the ministry backs all the requests for aid to programs required by these comparatively small segments of the Ontario people, the present support for the generality, now perilously tight, will become hopeless.

It is costly to develop parallel programs for special segments of the population. We argue that the decisions to make them in favor of what the Council for Franco-Ontarians wants is not just for the ministry but for the cabinet as a whole. We think the decision and some expression of the scale and timing of such aid should be made clearly and openly.

Indians and Metis

If Franco-Ontarian ambitions in recreation and sport raise a hard question for the government, those expressed by the four provincial organizations for "status" Indians and the Ontario Metis and Non-Status Indian Association need a small book for complete understanding.

We were favorably impressed with the intentions and attitudes of the staff of the Native Community Branch in MCR but quite aware how limited they are in the face of their small resources and the very complex situation which has developed over the years out of the over-all federal responsibility in this field, and the confusion this causes in defining provincial government roles and contributions. The branch is essentially a "consultative agency" and most of its programs serve off-reserve native needs.

Let us try to reduce the dilemmas to the bare bones. The status Indians of Ontario absolutely, and the Metis of Ontario very largely, are a federal responsibility. Unfortunately for clarity, the province of Ontario has come more and more into the picture. There's a surfeit of native organizations and a host of difficulties. The organizations give recreational needs a priority just below that of jobs and earned incomes. They lobby and pressure wherever they can. The federal department urges them to go to the provincial government for funds and services. The premier has indicated on many occasions that the services of the government are there for Ontario Indians and Metis as for other citizens. But most recreation and sport (of a non-elitist nature) are largely organized and run within municipalities or by school boards and most Indians and Metis live either outside municipalities or have such particular disadvantages in income and leadership that they can't take best advantage of what is there in the town and cities.

Two-thirds of Ontario's status Indians (some 42,000) live on reserves, of which some 100-odd are governed by band councils. These bands are scattered across all of Ontario but some three-quarters of them are in Northern Ontario. The Metis are organized in some 80 locals. While the membership of these locals is less than 5,000, the provincial organization says it represents about 185,000 Metis and non-status Indians. If one takes the claim as is, Ontario has some 240,000 citizens in the "native" category.

There is a perfect case in constitutional law that the Ontario government has no responsibility for the recreational and sporting needs of the status Indians. In past arrangements, the general way Ontario provides services for them is through tri-partite agreements under which the province recoups from the federal government what it spends on services such as policing, schooling, etc. Whatever the real situation of such agreements in

other fields, in recreation and sport they really haven't worked. Indeed, Ottawa itself has a separate program, under Fitness and Sport, not Indian Affairs, for dealing with some recreational and sports needs of its wards. It also contributes funding to the various provincial organizations of the status Indians, and the Metis, as does the Ministry of Culture and Recreation.

On April 17, 1980 I sent a letter to the Hon. John Munro, the federal minister for Indian Affairs. The gist of it produced here gives my appraisal of the current dilemma on sport and recreation in which the Indians are caught:

"There has been a profusion of reports and studies by both federal and provincial agencies into these subjects and the Indian organizations have also produced a fair share of paper. The total file that I have on the subject is quite readable but it is about five inches thick and takes even a fast reader a couple of days to go through. There is a great deal of repetition in the files, the most bothersome being pious declarations of intent to co-operate and liaise 'ad infinitum, ad nauseam'.

Let me try to put the requirement in a short paragraph: The Indians of Ontario want more and more programs of sport and physical recreation, programs which they themselves direct and largely develop and, of course, programs which stress Indian interchange and development rather than any movement into the main stream of communal activity in Ontario.

The two chief sources of funding in the fields in question have been through a per capita grant and through a special program which you yourself got underway in 1972 through the Fitness and Amateur Sports Branch. This latter program is apparently unwanted by your department, unwanted by the Fitness and Amateur Sport, but cherished by the recipients, not so much because they think it is wonderful and effective, but simply because it represents dollars. Whereas the per capita grants go directly to the bands, enough of the FAS funds have gone to the Indian organizations in Ontario to enable them to hire recreation directors and to define their wants.

The province has given undertakings to the Indians on many occasions through spokespeople such as the premier and ministers responsible for Culture and Recreation fields (Bob Welch and Reuben Baetz) that the services throughout the Ontario government are available to the Indians (and to Metis, for that matter) as they are to any other Ontario citizen. The province treats an Indian band as a municipality in so far as its status under many of the grant programs available in Ontario such as community recreation facilities or leadership training.

Despite this general, open-armed undertaking of the provincial government, there has not been great progress in marrying provincial resources in money and talent to the needs and aspirations of the Indians of Ontario in

sport and recreation. The questions are obvious: Who's going to pay the paper? Are we in a stage of movement towards assimilation, that is, fitting into the main stream of community and economic life in the province? Or is there to be a unique and sequestered development in sport and recreation by Indians and for Indians?

It is my clear impression that the Indians of Ontario, in the main, are charging at the provincial government for funds and services in these fields because they realize they will not be getting much more from the federal government. Indeed the federal "paper" that I have gathered indicates that repeatedly the bands and the Indian organizations have been advised to get out and press both provincial governments and municipal governments in order to get support for sport and recreation programs.

The simplest, most sensible approach is pretty obvious. It is one that has been followed and is being followed, to a degree; that is, to have the province supply the services to the Indians and have the federal government pay the province the cost of providing the services. This approach has led to the so-called 'tri-partite negotiations'.

"My common sense tells me that if Ontario were to develop through the talents within the Ministry of Culture and Recreation and in concert with the Indian bands of Ontario a really thoroughgoing program for sport and physical recreation (including the development of coaches, the leadership cadres and equipment grants and travel provisions) it would quickly be looking at a bill of three to four million dollars a year in Ontario for developments of any substance. At a time when Ontario's total sport spending is around \$20 million annually for the whole population, it is clear the government is not going to be ready to spend anything like \$3 million for the 50,000 Indians in the province. Over on the federal side of it, it seems clear that the federal government has not that kind of money to pay the province if it should provide services to the level sought by the Indians.

"My wisdom at this stage is that I would not suggest to the provincial government that it throw its workforce and funding into sport and recreation for the Indians of Ontario without a clear-cut, cost-sharing agreement with the federal government. It seems to me that there are people in both your department and in the Native Community Branch of the Ministry of Culture and Recreation in Ontario who appreciate the difficult stage we have reached in sport and recreation. Enough has been spent in the past decade to raise consciousness and a much keener appetite for sport and recreation. (This

goes for both Indians and whites.) The needs now are for better facilities, good equipment, much more trained leadership on the reserves, and for fostering 'ad hoc' programs in specific locales where non-status Indians, Metis and off-reserve Indians cluster in towns and cities. In most cases this would mean special endeavors which involve municipal recreation staff and facilities.

"If it is your government's policy to deflect the demands of Ontario Indians for specific services in sport and physical recreation on to the provincial government of Ontario then it seems to me that your government has the responsibility of spelling out how the funding for such services will be met.

"There is a very profound policy question implicit in this deflection of Indian needs to the provincial government. Does this mean the provincial government inherits a federal policy which says that the assimilation of the Indians into the larger community is no longer an appropriate goal of governmental policy?

"It seems to me when your government backed off the white paper on Indian policy in 1969, you confirmed the perpetuity that the Indians were to be a unique element in the Canadian fabric. This shift, post-1969, seems to be confirmed by the development of federal policy on Indian and Metis land claims, as one can see it from progress based in Quebec and in the Territories.

"It is my personal judgment that a province such as Ontario should not get more and more involved in providing services to Indians if the policy assumption, particularly as the Indians see it, is that they will never be completely integrated into Canadian society but will remain a unique element, identifiable through a blood register, and with a unique entitlement from the country as a whole.

"Let me take one small example in the particular field of sport to demonstrate what Ontario faces if it does not get a clear definition of what federal policy is. The Indians of Ontario are scattered in small pockets all over the province. In sport, they want to compete with each other, as for example in the annual tournament which brings their minor hockey teams from all across the province to a single centre. Hockey is only one sport and on many of the reserves they are moving towards the same kind of sport participation as in the ordinary community. In an odd kind of way, the Indians are moving towards something that has been loathsome in other places, that is separate but equal facilities, separate but equal opportunities. Once you translate those principles to a field such as competitive sport (and the thrust towards competition and travel) you have a most costly and never-ending drain.

“My arguments in this last part of my letter may seem niggling and pernicious and they may seem to contradict my own sympathetic understanding of Indian needs for good sport and recreation programs. The needs are very strong and urgent and I want them to be responded to, but I think all three agents (that is your government, the Ontario government, and the Indians and the Metis) should review the implications of the assumption by the province of more and more responsibility in serving the Indians.”

Later in the inquiry I held a meeting with representatives of three of the four Indian organizations and with two provincial officials; one from Native Community Branch of MCR, the other the head of the Recreation, Sport and Fitness Section of MCR.

I presented this summary of the matters:

- “a) Ontario government leaders have said all services of Ontario are available to Indians as to other citizens of Ontario;
- b) the Indians have traditionally seen the federal government (especially DIAND) as the trustees responsible for them and to them;
- c) the federal government is encouraging the Indians, in seeking funding and services for their particular needs, to address provincial governments and their bodies for aid and succor;
- d) the Indians are leery about too close and too continuing an engagement with provincial governments and agencies; it hints of the old devolution and assimilation talk (1969 and all that!); on the other hand they recognize, particularly in sport and recreation, that the provinces have the resources in people, material, facilities and funds to dominate in these fields;
- e) the federal government and Ontario government have not made great progress in tri-partite negotiations (Indians are the third part) in developing agreement on cost-sharing and/or the recapture by the provinces of funds from the federal government for providing services and programs to the Indian.”

We all agreed there had been blizzards of paper, scores of meetings, and proliferation of studies, yet basically progress is stalled. The two federal programs of note — i.e. the per capita recreation grant (DIAND); and the FAS funds for fostering over-all sport and recreation development — were inadequate, and in the latter case, in jeopardy. On the provincial side, the access and attainment of Wintario grants on either the capital side or the equipment and travel side were hard for the Indians and really hadn't become an effective resource.

We agreed to the following propositions: that the Native Community Branch and the Sports and Fitness Branch would work with the four Indian organizations to develop a workable program, with some explicitness in terms of priorities, stages and means. This would start very soon, beginning with an appraisal of the suggestions and proposals which the Indian organizations have largely prepared. The key aim would be:

- a) to establish a working relationship;
- b) to set out, on the one side, needs and priorities, and on the other side, the possible responses from the Ministry of Culture and Recreation to these needs in terms of personnel, materials, programs, funds; and, in sum, an understandable policy and means to implement it regarding sport and recreation within the Indian community of Ontario.
- c) to do these things with an absolute intent to achieve programs in concert, within and for bands, councils and provincial Indian organizations, while recognizing that the traditional official relationship between them and the federal government (either in general, or more particularly with regard to federal programs in sport and recreation) is not in question or diminished in any way.”

We recommend that the ADM with the responsibility for Field Services and the director of the Native Community Branch follow up on these propositions. At the same time, the ministry must insist to the federal government that it indicate with relative speed the nature of the commitment it is prepared to make to recreational and sporting programs for Ontario status Indians through some form of joint agreement with MCR and the provincial Indian organizations. If nothing satisfactory is forthcoming from Ottawa by mid-1981, then representatives of MCR should sit with the organizations and spell out the limits (which will be rather severe) to what the ministry can do to aid them. Because the provincial ministry of Northern Affairs has a general responsibility in Northern Ontario where the majority of the Indians live, we believe a representative from it should share in the discussions with the federal government and in any subsequent arrangements.

Handicapped and Disabled People

We found from the premier, through the ministers to the minor officials of the provincial government, both goodwill and a readiness to help the native people in recreation and sport. Let's face it, to do anything thoroughly and with continuity will be relatively expensive, thus the imperative of federal contributions. If the federal government continues to "study it" or deflect the expressed needs, then the province must accept its help will be quite limited and much less effective. That is not to say the help should not be given.

The situation of the Metis and the non-status Indians and the off-reserve status Indians, is even more difficult to do anything about than with the *bands*. Primarily it has to be met by the recreational and social agencies of the municipalities where these people live. The continuing trend of Indians and Metis from the reserves and the bush country to Ontario's towns and cities suggests more and more problems for the host municipalities. We would not recommend extensive funding to the Ontario Metis Association any more than to the provincial Indian organizations. Finally, the latter have a cinch in reaching their constituency, compared to the Metis and non-status Indian organization. The endeavor with the Metis must be to get them more and more into recreation and sport of the whole community rather than into special endeavors of their own.

There's been an amazing increase in interest and support for organized sports for handicapped and disabled people in Ontario. The ministry gives support to games for disabled people, and acts as adviser and facilitator for recreation and sport for handicapped people. Only a few representations came to us about the provincial role in improving both recreational opportunities and competitive sport for disabled and handicapped people. These were cogent enough, however, to make us appreciate that there will be increasing pressure for help and leadership. To anticipate, the Ministry of Culture and Recreation, the Ministry of Health and the Ministry of Labour should get together for discussions on:

- a) what is the state of data about numbers and the emerging needs in terms of mental health and occupational objectives?
- b) how are the various private organizations or associations doing in getting sponsorship and local support for their recreation and sport needs?

There is clear evidence that Canada is on the world van in competitive sport for disabled people and the appeal of such activity to the public is very strong. The warning we'd give the Ontario government is that national and international competition for disabled athletes is relatively costly in comparison to the small numbers competing at the base. We believe the government should make the limits of its future support very clear, remembering that these athletes have a peculiar advantage over normal athletes in attaining support from private donors and service clubs.

A Ministerial Bank of Projects

It would seem sensible for the Ministry of Culture and Recreation to prepare an “on the shelf” bank of small and medium-size projects for physical recreation and sport facilities and services across the province. Such projects could be heavy in the use of people, light on the needs for machinery and materials.

Of course, such a bank might well include projects in the arts and heritage fields. The shelf could be stocked by a procedure put in the hands of field service officers. Give them a two-year period to canvass recreation and sport leaders and officials in their regions for ideas worth fleshing out in terms of working hours, administrative requirements, and total projected costs.

It has become clear that much of the Youth unemployment which causes anguish and repeated urgent short-run programs, by the federal government in particular, is seasonal and focused most during Ontario’s outdoor months. The building of this bank is especially one for co-operation between the Ministry of Natural Resources, the conservation authorities, and the Ministry of Culture and Recreation.

If the bank is well-built and kept up-to-date, the process itself will not only set some priorities in terms of what needs doing, and where, it gives the provincial government a continuing resource to offer the federal government which we have observed over 20 years is bobbing in and out of the crash market of jobs for youth, depending upon the unemployment rate and on regional depressions.

Needless to say, each municipality would be made aware of potential projects within its space that are in the bank.

A Concluding Exhortation

There has been lots of repetition in this report that the basic decisions on what recreational and cultural facilities and programs should be in a neighborhood, or community or municipality must be taken on the scene and not be force-fed or directed from the provincial centre. And to a marked degree, this has been the pattern in Ontario. However, any general considerations of what a community can afford, or should be ready to spend, for these aspects of its life are complex, and include a few points which rarely get much analysis.

Let us illustrate with some remarks on the communities of Burlington and Ottawa. Both have a very superior array of facilities and activities. Ottawa, in particular, has been fortunate that as the federal capital, and somewhat of a show-place for the country, most splendid and various facilities are available, and because of the high level of education of so many of its people and the diversity of their backgrounds, there's an immense talent pool for most activities. The schools, the colleges, the universities have all been blessed with comparatively responsive leadership in cultural and recreational fields. The level of engagement by citizens of all ages in the activities is high. Particularly in sport, the cadre of sports administrators and specialists has provided quality input and almost every individual organization has members skilled at making representations to public and private organizations for services, sponsorships, and facilities. The income levels are among the highest in the country and until very recently the stability or security of employment has been solid. All the ingredients are present in Ottawa as a whole, and in most of its municipal parts, for quality and diversity — and it has them.

Burlington is not quite so favored in resident components for good cultural and recreational activity for its citizens, yet by a combination of excellent leadership by the municipality's recreation staff and some most impressive volunteer leadership shown by many organizations in recreational and sport activities it is literally the model community or municipality. We would direct municipal councillors and recreational enthusiasts to examine and draw from its achievements and difficulties (usually surmounted).

What is clear from both Ottawa and Burlington is that straight municipal spending, or spending by the educational authorities, is only part of the story. The citizens as voters and as activists for their interests have tended to support what's been done by these bodies. The milieu, the mood, the ethos, the commitments, all have been present in strength, and in our opinion, there more strongly than in most Ontario communities. But, just as vital, it's clear that an almost staggering number of the residents in both communities are prepared to spend liberally from their own discretionary income for memberships, equipment, travel, coaching, officials, competitions and occasions.

All this is a reminder that for programs and activities with continuity and competence, people have to be willing to pay — pay through their taxes, pay through their own hands directly. You may say: "This is obvious. Why elaborate?" We underline it for two main reasons:

1. Communities get in recreational and cultural fields what they are willing to pay for, and rarely are they forced into these payments, either as taxpayers or participants or as parents without a degree of choice.
2. This comes out of the tendency, (well-ingrained in the rather hazy but real range of priorities in the public forum) to assume that recreational and cultural activities are secondary, even tertiary, to a host of other more significant needs in a community: Jobs. Health care. Disadvantaged and handicapped people. Traffic arteries and ease. The three Rs. Senior citizens. Mentally-disturbed people. The as-yet-unintegrated minorities. The alcohol and the drug problem groups.

Many caught up in these categories or dealing with them get critical, even angry, at spending on facilities and programs for recreation and culture. One consequence of all this is very understandable. Elected politicians and their officials are much more preoccupied in dealing with the other matters, than they are with the lighter, happier, busier stories of recreation and culture. Yet it's our perception drawn from both the tremendous growth of facilities and activities in our fields across Ontario in the past 20 years, and the literally intrinsic part such activity plays in the daily lives and seasons of most of us, that the absolutely essential need for a livable, lively purposeful community is to have good recreation, sport and arts activity. Almost all of us know this, yet we hesitate to proclaim it.

It was our experience in seeking assessments by individuals and groups of their towns or cities that almost every time they began to set out what was fine or splendid or worthwhile about where they lived and worked, they very quickly got to what their place offered in opportunities for sport and recreation and the arts.

Worthy causes are many. Our insistence is that recreation and cultural activity ranks with any of them. And further, the willingness to pay for them is, as it should be, taken at the local level; thus it is not imposed from on high. And given what many communities have achieved, particularly through volunteer leadership and private discretionary spending, there's still room for much growth and improvement in many places in the province. Not all municipalities among the 700-plus in Ontario can, or would want to, afford what the Burlingtons, Drydens, Etobicoques, Ridgetowns, and Ottawa-plus-its-ring-municipalities have. But most of them can cope with more than they do have, given leadership, volunteers, and examples, and given a stronger nurture and assistance through provincial leadership.

Both fairness and common sense requires us to admit that it will never be easy to appreciate or even define the right mix of private and public endeavor in our fields at the local level. In communities with a substantial number of families with high incomes, there's a marked tendency for activities to be organized through well-sustained private organizations. Golf, sailing, curling, equestrianism, fitness clubs, to some degree drama and a few of the visual arts and some music activity, are often able to burgeon almost exclusively from private spending, often aided by personal and corporate tax deductibility. There's nothing reprehensible in all this, but the stuff (we're almost tempted to say the glory) of the good place to live is the whole recreational and cultural pattern, and this means, in most places in Ontario, both a strong public commitment and a lot of volunteer activity open to anyone.

Appendix A

Ministry of Natural Resources

The Ministry of Natural Resources has responsibility for approximately 24 statutes which relate to the field of leisure/recreation. These include such acts as The Algonquin Provincial Park Extension Act, The Conservation Authorities Act, The Game and Fish Act, The Niagara Parks Act, Provincial Parks Act, and The Wilderness Areas Act.

The “*Lands and Waters Group*” and the “*Outdoor Recreation Group*” are the two program areas within the ministry with the most direct responsibilities related to recreation. The *Lands and Waters Group* has responsibility for the management of Crown lands and waters. It provides financial assistance to Ontario’s conservation authorities in their water and related resource management programs and administers the Conservation Authorities Act. The *Outdoor Recreation Group* has responsibility for Ontario’s parks and recreational areas as well as the province’s fish and wildlife programs.

LANDS AND WATERS GROUP: Here we focus on the conservation authorities. There are presently 39 conservation authorities in Ontario covering in excess of 41,000 square miles and 485 municipalities. They are created once a majority of municipalities in a watershed area agree on the need for one and the province confirms their decision with an order-in-council. The framework for the conservation authorities system is established by the Conservation Authorities Act. More than \$33 million was provided by the province in conservation authority grants during the fiscal year 1978-79.

Each authority is an autonomous, corporate body. Funding is provided by the municipalities and the province. Projects approved by the minister of Natural Resources may receive up to half their cost from the province, and sometimes more. The federal government may also participate, particularly in water management projects. Authorities have emphasized water control but may undertake almost any project related to the conservation of renewable natural resources. In recent years outdoor recreation, outdoor education, forest management, fish and wildlife management and land use have been paid greater attention. Authorities relate to the ministry field organization at their regional level. They are under the control of the ministry insofar as the regulations they make must receive cabinet or ministerial approval.

Especially for outdoor recreation activities, there are 244 recreation areas ranging in size among the various conservation authorities. Swimming, camping, picnicking, fishing, skating, snowmobiling, cross-country and downhill skiing are among activities provided for. Some areas are geared to hunting, others to wildlife observation. Most of these areas were acquired for water management, but many were also acquired for forest and wildlife management and conservation of their unique natural features.

Assistance in such land acquisition is also provided through private donations, particularly those of formal organizations. The province will often match these or better. For example, the province has encouraged land acquisition along the Niagara Escarpment with a 75 per cent grant for purchases.

With increasing interest in and concern with environmental quality, demand for information and learning experiences in a natural environment has grown: Most conservation authorities have set up outdoor education facilities to help meet such demands. Educational co-ordinators and instructors are often on staff at these centres to assist the teachers and students.

Organization and Management: This ministry has a reputation of enjoying relatively good relations with its external constituencies and is looked upon internally as a model of good public administration. The organization is characterized by centralized program development and administrative support functions, and a highly decentralized field operation. The field organization is under the direction of two assistant deputy ministers. One covers northern Ontario, which includes the northwestern region operating out of Kenora, the north central region operating out of Thunder Bay, the northern region operating out of Cochrane and the northeastern region operating out of Sudbury. There are four regions comprising the field operation for southern Ontario: the Algonquin region operating out of Huntsville, the eastern region operating out of Kemptville, the central region operating out of Richmond Hill and the southwestern region operating out of London. Each of these regions is headed up by a regional director and in turn is divided among a number of district officers. Each region has attached to it functional specialists from the program areas. For example, the north central region in Thunder Bay has its own regional parks and recreation co-ordinator as well as its own finance and administration staff. Each provincial park has a superintendent who reports through the adjacent district office.

The ministry is managed through an interlocking network of committees which bring together line and staff functions from both the field and head office organizations. They are supported by a Policy Co-ordination Secretariat which provides advice, information and co-ordination services. It also ensures liaison with the cabinet, cabinet committees and other ministries.

Ministry of Industry and Tourism

The Ministry of Industry and Tourism appears to act as the major “corporate planning and promotion” component of industry in general in Ontario. This includes the development of tourism with the emphasis strongly on the generation of economic benefits. In 1978 domestic and foreign travel generated \$5.7 billion spent in Ontario. The estimated figure for 1979 is \$6.8 billion.* With rising gasoline prices and a devalued dollar it is considered that the prospects for growth in Ontario’s tourist industry (particularly in the form of increased domestic and western European consumption) are considered to be quite favorable.

The main program areas of the ministry are the Industry Division which is responsible for a number of branches which provide assistance to Ontario-based industry and service sectors. The main program branches are the Trade Development Branch, the Business Development Branch and the Industrial Development Branch. The programs are delivered through a decentralized field organization under the direction of an executive director. This field organization covers both international and Ontario-based offices. Ontario is divided into five area offices, central east, central west, southwestern, eastern and northern.

The Division of Tourism is headed by an assistant deputy minister and comprises two developmental branches: the Tourism Development Branch and the Tourism Marketing Branch as well as the Tourism Operations Branch which is responsible for the administration of field services in district offices within each of the five regions.

In general terms, the Division of Tourism encourages the development of the Ontario “tourist plant” in the form of adequate accommodation, recreation facilities, attractions, transportation, and related services, and encourages their use by promoting Ontario both at home and abroad as an attractive place to visit, vacation and travel.

The Tourism Division provides technical advice relating to planning, design, operation and management of tourist facilities. It also provides information relating to funding sources for new and existing tourist facilities. Furthermore, it reviews tourism project proposals for potential participation by the Ontario government.

There is little evidence of long-term planning taking place despite the fact that the ministry sponsored a study which was intended to guide public and private tourism development in the province for a period of from five to 10 years. However it appears that much of the activity of the ministry related to tourism development, as well as that of the Ontario Development Corporation, reflects a reactive support role to essentially specific initiatives proposed to the ministry from outside. For example, it would review the tourism content of official plans and represent the tourism viewpoint on related task forces and committees.

Some staff in the division feel there is a need for longer-range planning aimed at capital-intensive, internationally-competitive sites and facilities if we are to realize our true tourism and recreation potential as a province. There is some concern about the focus of current tourism policies which translate into short-term “ad hoc” assistance towards making individual tourist operations economically viable. There’s a need for longer-term planning to reflect the time lead required to develop recreational and tourist opportunities and facilities; the need to broaden the basis of planning to include not only the economic viability of specific tourist operators, but a better matching of the recreational requirements of Ontario citizens and potential foreign tourists with a comprehensive range of recreational choices. Joint planning with user constituencies’ recreational specialists, as well as with other key provincial ministries such as Natural Resources and Culture and Recreation, should be common practice.

- The Ontario Development Corporation has a horizontal link with the Tourism Division of the ministry and reports directly to the minister of Industry and Tourism. It provides financial assistance through incentive and term loans and bank guarantees. ODC operates a tourist loan program known as TRIP, Tourism Redevelopment Incentive Program. Under this program somebody else loans the tourist operator the money and ODC guarantees the loan. The program generally covers both accommodation and facilities generally operated by motels and hotels. For example, it would cover the construction of tennis courts at a resort. It has been used by tourist operators to obtain funds for capital equipment such as snow making equipment, lifts and accommodation.

ODC also has direct lending programs through which funds are channelled to hotels, motels and other resorts, such as campgrounds and marinas, again providing funds for capital investment. Funds are also available for the development of communication packages to inform potential consumers of what is available.

On proposals which are proposed by ODC for either expansion of existing facilities or the development of new facilities, checks are usually made with the Tourism Division and if necessary, the Ministry of Environment to determine compliance with provincial standards and to ensure that assistance to one operator won’t be at the expense of another.

- In 1978-79 \$3.5 million was loaned to tourist operators and \$8 million has already been committed for the current fiscal year. Out of 16 proposals received by ODC, three are for new facilities and the balance are for the expansion of existing facilities.

* See page 17 of the report for a more detailed breakdown of these figures.

- One further point worth noting is that the ODC does not operate on the basis of a recreation plan except for the fact that applicants to qualify must operate in areas which have been identified by the Ministry of Industry and Tourism as primary tourist areas.

In summary, the focus of the Ministry of Industry and Tourism and the Ontario Development Corporation is on the economic viability of individual tourist operations within the province. It does not have a broad economic perspective and there doesn't appear to be much interest in developing one beyond what currently exists.

The Ministry of Education and Colleges and Universities

Description of the actual and potential roles played by these two ministries as they relate to sport, fitness and recreation in this province are described in other supporting documents.

Ministry of Health

The Ministry of Health is singled out not so much because of the scope of its current activities related to fitness and recreation, but more because of its current policy shift towards "de-institutionalization" in favor of community development, and to preventive, as opposed to remedial, programming. It is emphasizing the importance of life-style and a greater assumption of responsibility by individuals and communities for that life-style as important contributions to mental and physical health. The emphasis on de-institutionalization and relying more on a network of services within communities is not simply a reflection of the increasingly high cost of institutional care. It is considered a more effective means of delivering essentially preventive services.

The Ministry of Health believes in fitness in a broad sense, even though the cause/effect relationship between physical fitness and reduced mortality and morbidity remains essentially unproven.

Physical fitness is considered as an integral part of a broader thrust involving life-style and self-responsibility.

In support of this thrust on life-style and self-responsibility, the Ministry of Health has developed a number of initiatives over the past few years.

These include:

- A position paper on physical fitness developed in co-operation with the Ministries of Education and Culture and Recreation.
- A "Help Skills Program." This is a media promotion program which presents the concept of self-responsibility that individuals have for their health and that of their families. Future help skills program initiatives will focus on smoking, stress management, nutrition and physical activity/fitness.

- The Food for Health Awards Program.
- Smoking and health programs.

These initiatives are being carried out by the health education promotion unit in consultation with the communications branch, the Inter-Agency Council on Smoking and Health and the Addiction Research Foundation, and include workshops and conferences on smoking.

There are a number of other activities, some of which are internally targeted to relate to fitness and life-style generally.

The Ministry of Health has links with other ministries such as Culture and Recreation and Education in relation to the programs discussed above. Apart from representation on the interministerial committee on fitness, most of the ministry's interaction with other ministries is on an "ad hoc" basis in relation to specific ministry initiatives.

Another initiative worth noting is the Ministry of Health's Core Program Project. This project is aimed at insuring that Ontario residents have equal access through local public health units and health departments to basic preventive health programs and services across Ontario. Six committees have thus far been established to review existing programs and to develop appropriate standards for these local health agencies which, through their life-style modification/promotion activities, bring together community resources related to health, education, social services and recreation.

There are 21 District Health Councils (DHC) across Ontario. A number of them have been involved in various life-style modification/promotion programs and/or studies, including seminars, workshops and conferences, and healthy life-style practices.

Other Ministries with an Interest in Recreation

Ministry of Agriculture and Food

The economics branch of this ministry undertakes research into the economic aspects of agriculture including land use planning and rural sociology, which deals with the impact on agriculture of changing land use patterns and sociology-oriented farm problems.

The Production and Rural Development Division is responsible for a number of branches whose activities are relevant to a provincial recreation policy. The Rural Development Branch which has as a general goal rural development, provides recreation-related assistance through its Parks and Tourist Industry Assistance Activity. Some of its activities related to the protection of agriculture from lake flooding overlap with that of conservation authorities and some recreational lands or shorelines. A number of other agreements ARDA have also had recreational content.

The Agricultural and Horticultural Societies Branch is also involved in recreation. This branch provides grants to all the agricultural societies in Ontario for exhibitions, fairs, competitions, commercial and educational displays, shows, awards, prizes and capital improvements to buildings and grounds. One can also note the creation of the National Council for Therapy and Rehabilitation Through Horticulture, whose activities are primarily aimed at handicapped people, senior citizens and children, who can all benefit from gardening.

The Extension Branch works through 54 county and district offices of the ministry and among its programs the one most related to leisure is the Rural Youth Extension Program, encompassing 4-H and junior farmers. Among their various activities they provide support to the Junior Farmers Program. The junior farmers have a sport program at the county level. It is more social than competitive. Junior farmer teams are formed essentially from existing school and community teams. County field days are held as well as zone field sport days. They also hold provincial summer and winter games. Local community facilities are used and in the case of the provincial games, the facilities of the University of Guelph are used.

Probably the most significant observation is the relationship between the employment- and the recreation-related activities provided through these programs. There is a strong emphasis on the individual and the community, including reliance on voluntary leaders drawn from the community. The ministry provides resource people to these groups in each county or district. The program is essentially theirs. The linkage with the Ministry of Culture and Recreation is mainly in the area of leadership training for volunteers mainly at the county level. They also have a link with the Youth Secretariat with respect to the summer experience program, Agricrew.

The ministry recognizes the growing importance of recreation in the eyes of farm people. Not only do farmers have more time available now for recreational activity, but their interests have broadened to encompass a much more extended range of recreational activity.

Ministry of Northern Affairs

The author of this report comes from Northern Ontario so he appreciates, more than many will, why we have this unusual ministry to help with the particular issues and needs of this huge area with its scatter of population, its basis in the resource industries, and the particularly knotty matters of distance, high transportation costs and a relatively large number of native peoples.

There has been since the Cobalt mineral rushes back at the turn of the century a strong element of discontent (among those who live in the north) at the distant government in Toronto and the alleged unfamiliarity of its officials with their problems and needs. Northern Affairs was created to satisfy such discontent. Its existence and the quality and placing of its workers across the broad expanse gives an extra opportunity for help in meeting the recreational and cultural needs of northern residents and their communities.

This is particularly so with regard to both treaty Indians and Metis. We recommend a closer liaison and working relationships between MCR, Northern Affairs, Natural Resources and Health, in particular, in developing the programs to meet the rising demands of the native people for recreation.

Elsewhere we analyze their representations and the issues these raise about federal-provincial co-operation. What we stress is that Northern Affairs has too much capability, and enough flexibility in discretionary funds not to be a partner in improvements to the recreational and cultural life in Northern Ontario. Of course, its liaison with MCR should be such that it does not disperse funds in the recreational field and any of its aspects without consulting MCR.

The Ontario Racing Commission and the Ontario Athletics Commission

Although the Ministry of Culture and Recreation has a directorate responsible for sport, two agencies relating to sport are administered under the Ministry of Consumer and Commercial Relations: the Ontario Racing Commission and the Ontario Athletics Commission.

The history of each of these commissions and their “raison d’être” goes back to the long period of contention, stretching roughly from the 1860s to the early 1920s when both horse-racing in an organized form and pugilistic matches of boxers or wrestlers were subjects of grand moral arguments and religious concern. Gambling, in particular, gave both activities a bad name with most pillars of Ontario society. Fixes, doping, ringers, violence — all raised scandals over many years. There was a strong temper in the public and in politics to make such activity illegal, or to regulate it so closely by sections of the criminal code, that they were much limited in scale and free from any form of skulduggery. Again and again sermons from Ontario pulpits demanded that the

government clean up horse-racing or boxing and wrestling. And so the government and the legislature were drawn into creating commissions to oversee the activities in both these fields.

The athletic commission emerged after World War I, almost directly in response to a continental uproar, focused largely in New York and New England, over boxing scandals. From the late 1890s, right to the war, boxing had created a lot of both pugilists and fans and, need we say, gambling, in Ontario. To control and regulate boxing and wrestling matches emerged the commissioner. In the early years the commissioner's office began to distribute sporting equipment to worthy charitable groups, largely boys' clubs in Toronto, purchased from license fees for both venues and boxers. For a time one athletic commissioner in Ontario served privately as a fund-raiser for the party in power. There was never much mooted of the idea that any other sporting activity, professional or otherwise, should be brought under the commissioner. One reason why can be drawn from the much greater distinction before World War II between amateur and professional sport. Another aspect was that of the three main professional team games in Canada of a continuing performance — hockey, baseball and football — two were internationally-organized and with leadership and over-view of recognized status in the community, and the third, to use a governmental word was (and is) interprovincial.

The Athletics Control Act empowering the Ontario Athletic Commission does give it powers and authority which have never been taken up. The act is being reviewed at this time by lawyers in the Ministry of Consumer and Corporate Relations. Essentially, the commission is a minor office looking after the regulation and licensing of professional boxing and wrestling sports which wouldn't have more than 200 athletes in Ontario at any one time. The commissioner is responsible for "good conduct" of pro sport.

There's no great question whether this office should be under the Ministry of Culture and Recreation with other sport, or where it is now.

The same holds true with racing and the racing commission. The latter, however, supervises activities which have much greater numbers of workers, indeed, a considerable "economy" compared with boxing and wrestling. Further, the revenues it engenders (\$55 million estimated for 1980) are considerable.

The federal Department of Agriculture has a particular role under an act of the federal Parliament in the testing of horses and, rather less directly, in the forms of wagering which may be permitted. Indeed, on the last point, given the campaign by horse-breeders and race track owners for off-track betting, and the similarity

between this kind of income and the revenues which come from lotteries, and remembering the current disagreements between the Minister of Culture and Recreation and the federal minister responsible for sport over lotteries, there might be some small logic in having the issues of racing under the Ministry of Culture and Recreation.

We must note that there might be conflict between the Ontario Athletic Commissioner and the Ministry of Culture and Recreation if he exerted a role opened by Section 4 (2) to "assist, promote and encourage amateur sport in community centres under the Community Centres' Act and associations of amateur sportsmen."

The last mentioned act is now under the aegis of the Ministry of Culture and Recreation.

Elsewhere, under *Financing Sport*, we note representations we had about "dedicated" tax proceeds in which the tax on horse-racing was mentioned as an example of revenues being gathered by the provincial crown, much of which is "dedicated" to helping the breeders and developers of horses.

Appendix B

Sport and the Media in Ontario

(prepared by Angus Ricker)

“As in almost no other field, the sports section or sportscast offers opportunities for free publicity. And in almost no other field is the nature of such news more controlled by habit and expectation than in sports.”

— David McDonald, Media Relation
for the Amateur Sport Organization

Certainly in almost every newspaper there is a sports section, and after almost every newscast there are sports scores or a separate sportscast. Sports coverage today is largely taken for granted, so much so that an intervenor at a Canadian Radio-Television and Telecommunications Commission hearing caused a furore when he demanded a separate cultural news section on the grounds that culture had as much right to free publicity as professional sport.

Free publicity is a tempting allure for amateur sports organizations seeking to promote their activities. But much can happen between the high and hopeful expectations of the sporting group and the final stories which may or may not appear in the media.

This study seeks to examine the problems of media coverage of amateur sport in Ontario primarily from the point of view of the media. The perspectives of the sports organizers and the journalists are often quite different and it may be of assistance to first place the typical newspaper sports journalist in the larger context of the newspaper and the paper's sports department.

Jeremy Tunstall, in his study of specialist journalists, *Journalists at Work* (London, Constable, 1971) broke down the tasks of journalists into three goals: obtaining advertising (through their reporting), obtaining audience or pursuing non-revenue goals. Sports journalists (and Tunstall studied English football (soccer) correspondents) were regarded as circulation builders for their newspapers. They were ranked first of 10 journalistic specialities by national newspaper circulation departments as circulation builders.

They ranked only fourth as advertising builders by advertising departments, well behind automotive, business and aviation specialists.

The writers realized the relationship between their work and circulation-advertising and only a comparatively small number (11 per cent) felt pressure to keep favor with advertisers.

It's of interest that the circulation-advertising relationship, readily perceived by writers, was not readily conceded by the editors, the chief operating officers on British newspapers. Only one-third of the editors

accepted the goals outlined by Tunstall and another third did not; a further third thought such goals applied to papers other than their own.

Tunstall's sport-circulation tie-in was confirmed in this study by several Ontario media executives in newspapers, television and more indirectly, the wire services. From this primary concern for circulation and ratings goals, sports journalists and editors have evolved a comprehensive approach to the coverage of sport. Stanley Woodward, a distinguished United States sporting figure and the sports editor of the old New York *Herald-Tribune* put his finger squarely on the participant sport-media problems when he wrote in his 1949 book *Sports Page*: “The sports editor should not care how many people play a game or how loud are its disciples. The question he must answer is: How many readers of this newspaper are interested; or — how many of them in a pinch can be made interested?” (Woodward p. 44).

Creation of interest by the public is central to the journalistic method but the task is obviously made simpler in sports writing in Canada when one of the “big three” sports of hockey, football or baseball is being reported. According to Woodward: “The reason the sports pages print so much baseball is not that numerous people play the game but that millions of people are keen to read about it. Except in a very small town, *player* interest in a sport is a negligible factor.”

The logic of the sports editor is also backed by experience. Woodward wrote well before the use of extensive market surveys but his surmises based on his long experience were confirmed by today's sports editors. One of them, Don Hendry, assistant sports editor at *The Globe and Mail*, said readership surveys tended to confirm the obvious and all the editors surveyed listed professional hockey, football and baseball as the most popular sports for their organizations. It has been contended that marketing surveys do not break down the relative popularity of the sports they cover but the editors are unanimous in their choices and have been so for many years. If there has been any trend which they have noticed in the period it has been the effect of television on the demands of their audience. U.S. television in particular has brought increased demand for NFL football coverage and for both U.S. college and professional basketball, two areas that were not widely covered previously in Canadian media.

In Canada in the 1970s there have been several developments that have enhanced interest in amateur sport, starting with the Task Force Report on Amateur Sport which prepared the way for large-scale government support and funding. Further interest was stirred by the 1976 Olympics in Montreal and the 1978 Commonwealth Games in Edmonton. The emergence of more world-class Canadian athletes and unprecedented public interest in sport participation and fitness all lend credence to amateur sport's case for better media coverage. Yet it should be remembered that the 1970s were also the

decade of proliferation of professional sports in tennis, hockey, baseball, football and soccer. As well, substantial interest developed in women's sport with separate major tours in both golf and tennis.

Most sports editors surveyed for this study reported having increased space or time and number of workers, but in many instances these resources were fully committed in the task of keeping up with the growth at all levels of sport.

Available literature about interest in sports information reveals a national and Ontario public that tends to be largely male and youthful, and which draws interest from all educational levels and white collar and blue collar employees equally. A national survey of public interest in the information provided by all media found sports ranked fifth out of 10 topics in terms of public demand. Among those in the sample who were either "very interested" or "quite interested" in a topic were:

Topic	% "very interested" or "quite interested"
local news	84.1
medicine and health	74.1
entertainment	63.0
labor and industry	59.2
sports	56.2
foreign events	55.2
science	48.7
national politics	48.6
crime	44.9
society news	26.3

Source:

The middling figure for sports interest was quite close to a 1963 national survey conducted for the Canadian Advertising Research Foundation which found that 54 per cent of adults (74 per cent men, 34 per cent women) who regularly read newspapers read the sports section. A survey conducted in 1969 for the Special Senate Committee on Mass Media (the Davey Committee) showed the average amount of time spent on the sports section was five minutes nationally as well as in Ontario and for almost all age and educational groups. The only disparity was that males averaged seven minutes and females three.

Some historical change may have occurred in the ratio of male-female interest. The survey of all media found 67.6 per cent of men and 45 per cent of women were "very interested" or "interested" in sports information.

Interest was highest among the 15 to 17-year-olds where 88.2 per cent were "very interested" or "interested". No other age of demographic group came within 15 per cent of this level of interest.

Interest in sports information was lowest in Ontario among five Canadian regions but the disparities were very small. In Ontario 54.4 per cent were "very interested" or "interested". Quebec was highest at 57.5 per cent and the national average was 57.1 per cent.

More important for this study's purposes were those "very interested" or "interested" respondents who said they could get enough media information on sports. In Ontario, 88.8 per cent said they could, a ranking of third among five regions, with the Atlantic provinces highest at 94.7 per cent and a national average of 88.7 per cent. Nationally, sports had the highest score among those "very interested" or "interested" respondents who wanted media information on a given topic. The rankings of the 10 topics are listed below:

Topic	% "very interested" or "quite interested" who could get media information on topic
sports	88.6
local news/events	86.8
entertainment	86.4
society news	86.1
crime	78.9
national politics	77.4
foreign events	76.9
labor and industry	74.3
medicine and health	64.9
science	63.1

Source:

Among all demographic categories seeking sports information only one group, the 15-17 age group, scored less than 86 per cent. Of the 15-17s, 79.1 per cent could get information; 17.3 per cent could not; and 3.6 per cent had no stated opinion.

The 17.3 per cent who could not get information was the only figure above 12 per cent. It is worth speculating whether this group follows recreational, school or minor-age group sports which are not covered in any detail by most media. The second ranking group that lacked information was the manager/professional group at 11.8 per cent, and the third were those of non-English or French mother tongue at 11.2 per cent.

The general set of circumstances surrounding sports journalists, the public, and amateur sports organizations is now more clear. The journalists see themselves wedded to the interests of their public who in the words of Stanley Woodward "are the 25 per cent who, the

circulation managers say, buy the paper principally for sports. We don't care anything about making an appeal to the outnumbered participants."

The sporting public, still mostly male and younger, are interested in sports media coverage but are reasonably certain that their interests are being satisfied by the media.

The sports groups now have a particular dynamism behind them in terms of attracting participants, gaining support of governments and producing world class athletes.

The stage is now set for the classic "finger pointing" game which often occurs between the media and certain other areas of public life, principally in politics.

The argument runs like this: The sporting group argues that the public is not interested in its activities because the sporting media do not publicize them; the media argue that more attention cannot be given because the public is not interested; the public's interest in the subject is probably never thoroughly sampled even with the use of public opinion surveys, and nothing changes until circumstances change and give the sport lots of media exposure. Some, such as women's basketball, flop. Others, such as team tennis, slowly wither. Still others, such as open tennis and NFL football, have become success stories of the decade. Lesser achievements have been recorded by amateur sports such as gymnastics dating from the 1972 Olympics, and track and field with a summer and winter circuit in Canada.

But the circular nature of the dispute between media and amateur sport should be emphasized. In effect, which comes first: the televised chicken or the interesting, potentially high-performance egg? The arguments, however heated, are usually inconclusive.

The way forward for the amateur sports organization appears to be two-fold:

1. to promote their sports along the lines of existing criteria that journalists use to cover sports;
2. to learn to avoid the mistakes that amateur sports organizations tend to make.

Neither of these answers is foolproof; neither allows for the luck, personal favoritism and sometimes petty bribery that exists in the catch-as-catch-can world of journalism. There are no easy answers for amateur sports organizations; after all, a vast and lucrative public relations industry exists to curry favor and exploit the Canadian media. Amateur sports organizers most likely will not have the resources or the expertise to imitate every p.r. nuance.

Journalists make decisions on sports coverage on the basis of what they call news values or priorities. Sometimes these values come dressed up with a self-serving rationale such as journalistic objectivity but most journalists operate empirically. Stanley Woodward described the experience this way: "Every sports editor, mingling constantly with the people who are interested in his field, gets a clear idea of their composite mentality. I believe that most of them know pretty well what they are doing and the policy which governs their sports pages is the logical policy for their localities."

The editors surveyed agreed generally with the Woodward definition, but television executives had other more specific criteria in written mandates and ratings. The editors also listed other influences that prompted coverage including TV coverage of events, good co-operation with sports groups, good public relations, client requests (wire services), ideas from other departments and editors, and the constants of budget and format restrictions.

In exploring news values, all editors were conscious of covering Canadian amateur athletes who were top contenders or winners in their sports. Performance is a sports news value and it scores almost as highly as the public's interest in a sport. Don Hendry, assistant sports editor of *The Globe and Mail* said that

"Entertainment value was another element which although allied to public interest can exist separately and is of great importance to television." To television the stuff of entertaining programs was first class performance by visually-entertaining athletes. Executive producer Jim Thompson of CBC's Sports Weekend was most explicit: if athletes such as gymnasts or ringette players were attractive and visually interesting he could readily make an entertaining segment for his program. He urged amateur sport to promote with every resource and device at their disposal.

The news agencies opted also for performance: an international star track meet in Toronto was of more interest to Canadian Press than was the Canada Summer Games, which was on a lower performance level. Recreational events were not a priority for the sports departments, although all thought they were amenable to sports features. Mr. Hendry said his department was still groping for proper coverage of recreational subjects.

All editors express sympathy for amateur sport organizations in their difficulties in promoting their sport. They had all faced criticism over some of their coverage decisions on amateur sport. Mr. Hendry said a former *Globe and Mail* sports editor, Jim Vipond, had gone out of his way to promote amateur sport but he did not expect that this effort had received widespread credit from sporting organizations.

John Swatogor, sports editor of *Broadcast News*, said he realized that amateur sport was invariably placed last in the items that stations took from the BN service. He considered this inevitable as long as professionals dominated TV sport programs. The problem, he believed, was to get on TV consistently.

Sports Organizations and Media with Regional Reach

A. CANADIAN PRESS

The Canadian Press (CP) has been described as one of the most overlooked institutions in Canadian life.¹ The CP newswire, as it has been called, envelops the province of Ontario both as part of a national service (known as the "A" wire) and a regional service specifically for Ontario (known as the Ontario wire). CP subsidiary services to private television and radio, the CBC, cable systems and private subscribers underline their pervasive character of what is still essentially a co-operative run by member newspapers.

CP's sports staff for Canada numbers eleven; it is fully stretched to supply the specialized sports wire for member newspapers. The 11 staff (and mention should be made of the desk editor backup that CP can always supply) represent a tripling of sports personnel in the past 10 years. With seven staffers located in Toronto, sports coverage remains the product largely of CP's "sophisticated barter system" that sees reports from other news agencies, including Associated Press, Reuter and Agence France Presse, from member papers and from regional news staff correspondents, feeding the Toronto head office. Outgoing CP copy, usually rewritten to the agency's standards, is then transmitted through video display terminals (VDTs), storage and routing computers and by wire to each of 49 CP member newspapers in Ontario. It should be emphasized that on small newspapers virtually all out-of-town sport news is from CP.

With a small staff and continual deadlines being faced by member papers throughout the day and night, the requirements of CP are for prompt co-operation and accuracy from any organization that it deals with on a regular basis.

An interview with the recently appointed Canadian Press sports editor *Gordon Grant* (his second term in the position), associate sports editor *Ross Hopkins* and the outgoing sports editor, *Chuck Svoboda*, left little doubt that CP wants reliability in dealing with amateur sporting bodies.

In answering the seventh and eighth questions on the questionnaire on sport-media relationship problems, CP staffers reported some improvement in recent years but still saw a spotty over-all performance. Notification of coming events (use of the Canada News Wire was cited) has improved although there are still occasions when major events go unreported because of lack of notification.

"We still run into the situation where we are continually educating on the need for notice." (Chuck Svoboda).

Background material for reporters at events was described as "sorely lacking" with the exception of two sports, figure skating and swimming.

"It's still hopeless. People running meets still don't realize that it doesn't help us if they say a competitor is from Saskatchewan. We have to know where in Saskatchewan and have a full name, age, etc." (Gordon Grant).

On better media coverage (question 8) Mr. Grant said flatly that some sports organizers had the wrong approach.

"They think if they give a case of beer or a drink they will get good coverage. Reporters would rather have solid information, especially the younger reporters. Give them the basic facts."

Mr. Grant asked for consideration of CP's task in an age of sports proliferation. For example, the agency is now responsible for reporting 81 Toronto Blue Jay home baseball games and has received no additional staff help for the job.

"We appreciate any help in lining up coverage so we can handle events efficiently or any help so we can get in and out of events quickly."

Mr. Grant admitted there were frustrations in dealing with amateur sport organizations and cited college hockey as the "perfect example" of a growing sport with badly organized coverage. A major difficulty, as CP sees it, are amateur organizations that make promises about assisting with coverage (scores, league standings and statistics are particular CP concerns) and do not follow through after the first league games. (This view was shared by most respondents, including Al Heim of the Ontario Sports Administrative Centre).

"Some organizations promise the world in terms of assistance but have little control over individuals in their leagues. This is the major problem we run into in amateur sport." (Gordon Grant).

1. Carmen Cumming, the Canadian Press: a force for consensus? in G. Stuart Adam ed., *Journalism, Communication and the Law*, Prentice-Hall, Scarborough, 1976, p. 86.

The frustration for the staffers is compounded because in Mr. Grant's words: "We can't really give a guy shit if he's not being paid."

B. BROADCAST NEWS

If the Canadian Press is the anonymous servant of Ontario daily newspapers, then Broadcast News (BN) is the servant's rapidly-growing offspring.

BN has been a CP subsidiary since 1953 and operates in conjunction with its parent, often sharing the CP output which it adapts for its own use. BN is not a membership co-operative like its parent but is run by a board of directors nominated by CP and the private broadcasters.

BN offices in Toronto show the signs of rapid growth. Last year BN expanded into a newsroom and offices of its own on the sixth floor at 36 King Street East, after previously operating out of the CP newsroom two floors below. BN subscribers are more numerous and diverse than CP's: AM and FM private radio stations, private TV stations and (more recently) cable TV systems which are a large and rapidly growing market for BN. The BN news service to cable systems has grown from 14 to 118 clients in the 1974-80 period. A second CP subsidiary, Press News Ltd., serves the CBC.

In its news offices, BN has small studios for the preparation of broadcast material and sophisticated tape, computer and VDT equipment similar to CP's. Already 31 of 40 circuits are in use on BN's new master control which links the agency to news sources outside, including the ABC network in the United States, and Associated Press (AP) radio.

Yet BN has only one wire with which to feed its clients. The service is programmed from Toronto and in some ways resembles the output of CP's Ontario wire. Wire speed has been increased from 66 to 100 words per minute but in the words of BN sports editor *John Swatogor* the service provided to subscribing stations has to be "all things to all people."

Mr. Swatogor finds his clients increasingly demanding in their expectations of BN sports coverage. Promptness for final scores of games is especially important. BN provides stations with a five-minute sports summary that is continually updated — a service Mr. Swatogor finds that many stations read word-for-word over the air.

He said the amount of sports news presented by each station varies with the station format. In commercial radio, contemporary stations allow 2-2½ minutes for sports; middle-of-the-road up to 5 minutes; and the occasional station, such as CFRB in Toronto, will give 10-15 minutes for some sportscasts. FM radio stations are often interested in features and extended material.

Sportscasts are in heavy demand on weekends and BN prepares feature material for those periods.

In answering questions 7 and 8, Mr. Swatogor emphasized several of the points made by CP's staffers. The one word he had for amateur sport organizers seeking coverage was "consistency".

"Too often amateur sports people will promise the world and don't come through. Then it's Saturday night and we can't get a score of a game and nothing is dumber looking than to have to say a score isn't available."

Mr. Swatogor saw few improvements in sport-media relationship problems. A majority of sports officials were still unavailable for after-hours comments but some personal contact had been made by a few officials.

Notification of events had improved and Mr. Swatogor stressed BN's ability to arrange out-of-town and international coverage if the agency is told in time. Other shortcomings including lack of background material, provisions for media at events and general information-flow to media were rated "poor" and "very poor".

On possible improvements, Mr. Swatogor singled out the need for any organization with a major announcement to get in touch with BN.

"Just a few phone calls to key people ensure that everyone gets it."

He said he realized that many organizations were staffed by volunteers who are not certain who to contact but he urged them to persist.

"It doesn't hurt to inform. We become aware of what may be the next event in a sequence that we should know about. We may not use the material but we will have background information and we may be able to do a follow-up or take the results afterwards. Schedules and match times of events are of great use and interest to us."

C. THE GLOBE AND MAIL

The Globe and Mail is a unique Canadian newspaper. It is the most influential newspaper in the country, with an impact far beyond its Monday-to-Friday circulation of 275,000. (CARD February 1980). Consistent journalistic excellence means Globe and Mail reports will be rewritten and transmitted by CP and BN to all newspapers and broadcast outlets in Canada.

As a morning newspaper, the Globe and Mail does much to set the news agenda each day for the afternoon newspapers and radio and television. The Globe's influence is also felt in sports where the paper has given new emphasis and prominence to sports coverage through more space and a daily section front. (The Globe used a special tabloid-sized sports section on Saturdays

and Mondays for about a year before abandoning it because of the amount of newsprint loss for margins. The tabloid had been considered a success by both the sports and advertising staff and there had been plans to increase its frequency.)

The Globe's influence inside the province of Ontario is even greater because of extensive reporting on provincial subjects and distribution into southwestern, eastern and northern Ontario where the paper generally serves as an alternative to the local daily. Some 75,000 of the Globe's circulation is outside the Metro Toronto trading zone. The influence of the paper is likely to increase in the immediate future when plans are implemented to print in Ottawa and Calgary from negatives transmitted from a satellite.

In sports coverage, the enormous reach of the paper poses special problems. Sports department activity on a morning paper is reaching its nightly peak as the rest of the newspaper is winding down. The Globe and Mail prints five editions and four have sports deadlines and according to assistant sports editor *Don Hendry* the paper invariably looks quite different on the sports pages by the time of the final edition.

The Globe and Mail is also a rarity among Canadian newspapers in that it is an "upmarket" newspaper. Canadian dailies are usually in monopoly market positions and are decidedly middle class-suburban in outlook.

Typical examples in Ontario would include the Ottawa Citizen, Kitchener-Waterloo Record and the Hamilton Spectator.

Mr. Hendry touched on The Globe's upmarket readership in the context of the paper's coverage of sailing: "It all boils down to circulation. There is more about sailing in The Globe than in The Toronto Sun, not because every Globe reader follows sailing but because every sailor is much more likely to read The Globe."

In answering the seventh and eighth questions on the sports-media relationship, Mr. Hendry first emphasized (and he was the only one to volunteer) that there were responsibilities for reporters to keep in touch with sources on their beats. He said he would not criticize a sports official for not being available after hours unless the reporter had asked for a home telephone number and had been refused. He also praised the use of the Canada News Wire as a means of keeping his department informed but said there was some need for improvement regarding notice of events, resource material, provisions for media at events and the need for more information from sports organizations.

On possible local improvements, he reiterated: "Notice well in advance is the key to it all; let us know the dates, times, nature of the competition and the names of the competitors."

In common with most others, Mr. Hendry had a comment about mail delivery: "It is not uncommon to open the mail on Monday and get press releases mailed well in advance for events on the previous weekend. People tend to forget just how slow the mail can be these days."

D. THE CANADIAN BROADCASTING CORPORATION

A different focus on sports coverage emerged from CBC-TV after an interview with *Jim Thompson*, the executive producer for *Sports Weekend*. The program carries most of the amateur sport coverage done by the CBC.

The CBC operates with a general mandate that is set down in statute law and the most succinct expression of the mandate comes from the Broadcasting Act of 1968 which states in Section 2(6) that the entire Canadian Broadcasting system should "safeguard, enrich and strengthen the cultural, political, social and economic fabric of Canada".

Because of the corporation's mandate flowing from the Broadcasting Act and the extensive federal subsidy to the CBC's operating costs, Mr. Thompson said the CBC and his program viewed programming policy in the national interest as well as meeting audience preferences.

As an example, he cited the extensive coverage of curling on Sports Weekend throughout the winter. Curling was a sport where Canadians had proven themselves among the best in the world, audiences (particularly in the West) liked to watch (a major curling championship brought a 60 per cent increase in viewers) and sponsors were interested.

Mr. Thompson said he was quite prepared to state that such programming on Sports Weekend could be considered commercial but that it took into account the CBC's commitments to Canadians and that once these obligations were met the corporation could rightly be concerned about providing entertaining programs.

Mr. Thompson had no illusions about the CBC being in the entertainment business and the need for amateur sport bodies to realize it.

"It is difficult to negotiate in detail with amateur sports on a professional basis on such matters as contracts."

Mr. Thompson said the employment of professional full-time executive directors helped but executive authority was often vested in a volunteer president of the association.

As far as he was personally concerned, Mr. Thompson said, there was need in sport "for the hard, ruthless world of Harold Ballard — a professional sports person who knows how to promote". Later he elaborated: "Answers are easy to get when you talk to Harold; you get a definite 'yes' or a definite 'no' and that is not always the case when you are dealing with amateur sports executives."

Mr. Thompson seeks a direct and continuing relationship with sports organizations, believing that such an understanding is the sign of a well-run sport. He cited table tennis as a sport where his relationship with the association allowed the kind of planning that television production requires.

Mr. Thompson also said some of his best dealings were with equestrian sports because of the involvement of the corporate sponsor, Rothman's, "a very hot-shot organization".

Corporate sponsorship has been an issue for amateur sports for the past number of years but Mr. Thompson had no hesitation in advising organizations to accept corporate tie-ins. In his view as a programmer, corporate professionals are much easier to deal with than amateur volunteers.

Mr. Thompson emphasized that an amateur sport organization's relationship with the CBC at an event is no small matter. Most sports media can resolve any problem regarding coverage with a telephone call. The CBC will have 35 people working at the same event and will have to plan everything from accreditation to transmission.

To Mr. Thompson, "It all comes down to one thing — communication. We can't work here in this office, with all of our people and all of theirs, without it." If Sports Weekend has a first-rate relationship with an amateur sport, then it will be more likely to be interested in covering it.

Mr. Thompson concluded by listing the questions he asks himself.

"Is there an ease to make arrangements to get at it?"

"Does the executive director have a free run at making arrangements?"

"If the answers are 'yes' then I'll find myself saying 'Maybe I should be covering this sport because of what they are doing.' "

E. TV ONTARIO

The Ontario Educational Communications Authority has existed as an autonomous Crown Corporation since 1970 and defines part of its mandate as providing television programs on the TV Ontario (TVO) network that relate to educational organizations as well as reaching homes of people not in the formal education process.¹

"We are not a news and sports station," said an OECA employee in describing how TVO was not like the others. In sport coverage, TVO's intentions are strictly non-commercial with a focus on instructional programming.

"Any focus we have on sport is amateur," said the OECA general manager for educational media *Ron Keast*, "we think professional sport is more than adequately covered by the commercial media." Mr. Keast further limited TVO's sports orientation by stating that the network also would not concern itself with a successful amateur athlete such as ski jumper Steve Collins of Thunder Bay.

"That's not what we need to do. What we would like to show are those young athletes who are training to become Steve Collinses."

Although educational and resolutely amateur in outlook, TVO is conscious of the need to present interesting shows that will attract at least a measurable viewing and Mr. Keast cited *The Real Story* with James Laxer as a successful TVO production that had an audience range of between 20,000 to 90,000 and an average of 55,000. He also noted that the TVO audience has increased by 46 per cent in the past year.

Mr. Keast said the major sports program produced for TVO last year had been a ratings disappointment and he was hoping that a planned 30-minute magazine type sports show would be an improvement in audience interest. If it was more successful, then the show could more easily gain funding to permit camera units to move around the province to gather material. Given the authority's budget and audience interest, TVO was able to program three sports programs at any given time.

TVO is directly concerned with programming for schools, and a show called *Body Works* had been developed to show the importance of fitness and nutrition for school children. TVO was also interested in high school and university athletics but Mr. Keast noted that rights to inter-varsity athletics were held by CHCH in Hamilton. He also considered this field fairly well covered by commercial media.

Programming ideas for TVO are prompted by extensive needs surveys and Mr. Keast said TVO is also well served by advisory and consulting committees, as well as liaison with government departments and Queen's Park.

1. OECA annual report 1970-71, p. 12.

TVO sees its role as translating programming ideas into "something to look at" but there is a money barrier against doing more. Mr. Keast believes that TVO now has the programming time, equipment, and willingness to experiment but says budget ceilings are "the facts of costs" that limit the amount of production. He said he would be more receptive to private participation from agencies and production groups as a means of covering some of the areas that may well go neglected.

F. THE VIEW FROM THE ONTARIO SPORTS ADMINISTRATION CENTRE

The Ontario Sports Administration Centre at 160 Vanderhoof Avenue in East York plays a co-ordinating role for some 40 provincial sport governing bodies and associations and houses their full-time executive and technical staffs. A further 41 non-resident sports are listed by the centre.

Joe Heim, director of information services for the centre, is uniquely placed to see the problems concerning amateur sports and media coverage from both sides. He identified as typical problems the sports group that calls a press conference when there is really nothing to announce, or the sports association members who cannot identify what makes a good sports news story from their own activities.

"The local team that's going overseas and calls the newspaper at the last minute and expects a photo of the team at the airport with their suitcases is at least 20 years out of date. The team should have let the media know long before so that coverage could have been arranged.

"What's news to the organizations and what's news to the media are often two different things. For example, if a team gets a sponsor they think it is legitimate news and that the sponsor will receive free publicity. Then they get a rude shock at the team's tournament when the sponsor's name isn't mentioned.

"What the team has not realized is that the media would rather find an interesting angle about their tournament and base their coverage on that."

On the sports organizations' side, there is also a case to make. Sports such as badminton are considered "minor sports" by the Canadian media even when a Canadian such as Wendy Clarkson Carter is a world contender and they must be content with a two- or three-inch story listing a few results after a major tourney. "Minor sports" organizers must also be consistent and persistent to get even this level of coverage.

There is also discouragement for any sport that is not considered telegenic, i.e. a sport that does not incorporate rapid movement and attractive sports personalities in its activities.

Mr. Heim said there has not been a uniform improvement in the development of sport performance in the province. Some sports such as gymnastics, which is both visually entertaining and of top-flight calibre, are doubly blessed; some are not as fortunate.

Mr. Heim thought that some of the more obvious difficulties in sports organization-media relations could be resolved if a public relations conference could be organized. He is most conscious of the continual turnover in amateur sporting organizations and said that continuity is very difficult to maintain. He recommended a basic advisory publication for local sports groups such as *Media Relations for Amateur Sport Organizations* by David McDonald (National Sport and Recreation Centre, Ottawa, 1979).

Based on his own observations, Mr. Heim said the most successful organizations in dealing with the media were ones with effective public relations committees. These committees were invariably headed by someone with detailed knowledge of the media and had a strong orientation program for new members. The committee mapped out a suitable timetable prior to its major event, and scheduled press releases and press conferences where necessary well in advance.

Photo sessions were arranged immediately prior to the event so that TV could get advance film, and newspapers could get an advance picture without having to use boring head-and-shoulders shots.

During the event the committee ensured that results were made available continuously, that adequate background material had been provided and that media personnel could get access to athletes and officials. The problems of the shy athlete and the over-protective coach were real ones that had to be resolved usually by detailing a person such as the team manager to look after media relations.

Mr. Heim had other suggestions for sports organizations, including the use of the Canada News Wire where the expense warranted. The centre also had its own sports calendar in its magazine, *Ontario Sportscene* and had prepared a ready reference list of media contacts. He said organizations often overlook one of the most effective of message carriers, the weekly newspaper.

During my visit to Mr. Heim's office he mentioned his liaison work with a press conference organized by the Ontario Table Tennis Association to announce the Canadian Open Table Tennis championship. The coverage of the press conference provides an interesting case of how print media are covering "minor sport". An assessment appears in Appendix 1.

Media Coverage for Sport Aided by the Federal Government

The federal government has four on-going projects to develop wider, better coverage of amateur sport and its participants. Two of the projects are with the Game Plan information operation, one in the national Sports Administration Centre, and one in the Sports Information Research Centre (SIRC) of the Coaching Association of Canada (CAC).

Game Plan offices are in the Sports Administration Centre in Ottawa and are administered by the centre but are actually an arm of Sport Canada, the federal entity in sport. Game Plan information has responsibility for both computer-based information about athletes, teams and various sports, and photographic files and records of athletes and teams. This information is available for newspapers, radio and television stations and networks. Budgets for this information have recently been about \$500,000 annually and several respondents to this study spoke highly of the information that Game Plan is providing.

A special component is Game Plan's program for overseas coverage. For most events abroad in which Canadian athletes or teams are competing, this program undertakes to provide networks, and news services in particular, with news reports. Two reporters, working largely from a Western European base, handle this coverage and their income derives from Game Plan sponsorship and freelance fees paid by users in Canada.

The Sports Administration Centre has a communications and information program which aids sports governing bodies. Much of this work is inside the centre but the resident governing bodies have improved their ability to publicize their activities and give more information more readily to the media. The national sports bodies also have provincial components, particularly in Ontario. Thus there are people and materials available at the national level to publicize and popularize the respective activity and athletes. Most of the provincial bodies in Ontario have copied the national programs or activities in this field, although this has not been done as intensively or thoroughly.

The Sports Information Research Centre (SIRC) of the Coaching Association of Canada has become the largest computer-based repository of sports information in Canada. Its stress is on technical materials. Indeed, it compares favorably with the several other such centres in the western world. The basic idea is that this material is available for coaches, administrators, teachers and students so that the latest and most complex of data is always at hand. All of these programs at the federal level are well enough organized and staffed to provide respectable service and there is certainly no need for provincial counterparts to imitate the work under way, particularly that of SIRC.

Conclusions

Given the information discussed to this point, it is largely correct to conclude that amateur sport is not particularly favored by Canadian media. At the regional and national level the media are prepared to cover what they discern to be of interest to their audiences. Professional sport has most of the advantages over amateur sport in terms of promotion, stars, entertainment and other journalistic values.

Despite considerable investment and talents put into all the informational and technical programs at the national and regional levels in attempts to redress the professional-amateur imbalance, the best one could say about it in the context of sports journalism every day is that the results of amateur competitions in which Canadian athletes and teams take part at the national, international and regional level are more likely to be printed or noted than five years ago.

Otherwise, amateur sport has not gained a prominent place in the daily forum of news and comment which are the grist for radio, television and the newspapers. Only exceptional endeavors of the type performed by the Canadian downhill ski team in Europe in the past two years gets an occasional splash but even with it, if Ken Read and Steve Podborski have become household names it has really not been because of continuous, informed treatment of the training, coaching and competitions by Canadian sport journalists. The reporters are drawn inexorably, it seems, to pro sport and the implications for Ontario sport should be faced squarely.

Summary of Conclusions

1. There is not much point in spending more, or for recriminations and self-criticisms by Ontario Sport leaders and administrators about coverage. Continuing, regular, and informed treatment of the training, coaching and competitions of Ontario athletes is unlikely in the foreseeable future.
2. It is clear that at the local level really capable sports organizations can get notice and coverage of the bulletin-board type, and whenever athletes are in competitions of merit the local papers and stations will usually respond.

Appendix C

Three Community Situations Re: Sport

- a) Kitchener-Waterloo prepared by D. Skinner and
- b) Ridgetown D. Love, Leisure Dimensions, Inc.
- c) Etobicoke prepared by Carol Anne Letheren

a) KITCHENER-WATERLOO

Kitchener-Waterloo is treated as a single community for the purposes of this review. The statistics for the K-W area are as follows:

- Kitchener population: 135,288
- Waterloo population: 52,000
- 60 per cent of the total population of the area is below 41 years of age. It is a very young community.
- The 1976 census figures indicate a balanced work-force with a fairly high distribution of professional and clerical personnel. This is in part due to the proximity of the universities and the large insurance company head offices located in K-W.

Kitchener-Waterloo has a very rich legacy of sport, fitness, and recreation agencies and facilities. An over-all inventory of these is listed below:

- There are 51 effective local single sport organizations in the area.
- There are two universities with complete athletic facilities and professional physical education and coaching staffs.
- There is one community college with complete athletic facilities including an ice-pad, gymnasium, fitness hall and soccer fields.
- Both Kitchener and Waterloo have independent recreation departments with a full range of pool and ice facilities.
- The Lions Club operates a major outdoor pool in summer.
- There is an active “disabled” and “wheelchair” sports presence, embodied in six local organizations.
- There are two full YM-YWCA facilities, with a new facility planned for 1982 completion.
- There are 14 public high schools (most with gym facilities), some with indoor pools and two having community arenas constructed in conjunction with the school site.
- Within the region there are over 35 separate community, neighborhood and/or recreation associations.
- Specific sport facilities and statistics included above in the region include:
 - 23 arenas with artificial ice pads;
 - 15 swimming pools;
 - 5 curling clubs;
 - 5 major tennis facilities as clubs;
 - 12 golf courses;
 - 2 football stadiums;
 - a variety of multi-use community facilities such as community centres, church auditoria, etc.;
 - extensive parks areas, including baseball diamonds, soccer fields, cricket pitches, etc.;
 - an “urban” ski club with full lift service facilities;
 - a variety of private fitness and racquet facilities;

- statistics from MCR indicate that various regional sports groups have received \$310,776 in Wintario funds against requests of \$425,817. This represents a significant Wintario and community contribution towards sports projects.

In summary, K-W is an affluent young community with almost every possible sports and recreation facility available elsewhere in Ontario communities and a significant core of volunteer support.

Community Profile of the People and Programs

In order to gain an overview, we selected as many key sport people from the community sport publics as possible. Our interviews included people who have (or had) some of the following community sports roles:

- Minor Hockey President
- Minor Soccer President
- MCR regional staff
- CKCO (Radio TV) Sports
- CHYM Sports Director
- Kitchener Recreation Department staff (Sports Co-ordinator)
- Director of Recreation (Waterloo)
- Speed Skating Club President
- Past President of the Regional Sport Council
- YMCA Chief Executive Officer

The Kitchener-Waterloo area has had its share of major sports programs, ranging from the International Pre-Olympic qualifying events in gymnastics in 1975 to the hosting of a variety of provincial and national multi-sport and single-sport events, including:

- North American Youth Soccer Tournament (to be held in 1980)
- The Annual Gold Puck Tournament
- The Ontario Summer Games
- The World Junior Curling Championship
- National Ringette Championships
- Ontario Women’s Summer Games
- Skate Canada
- Memorial Cup
- North American Speed Skating Championships
- Canadian Indoor Speed Skating Championships
- CIAU Basketball Championships

K-W also made a bid to host the Canada Games. It was a reflection of the resources available, and the commitment at both the agency and volunteer level.

Mechanics — How Does it Work?

In general, the operation of sport in the K-W area reflects the over-all Ontario recreation philosophy of bottom-up development. Both recreation departments play a largely reactive role, and walk a delicate line between the side of innovation, stimulation and gentle pressure and the other side of quiet laissez-faire. Small grants are awarded to sport groups based on demonstrated need.

Wherever possible, the recreation departments aim to assist groups to find the right resources and to interact with other agencies.

Most of the inter-agency operations are accomplished simply through a considerable network of person-to-person contact.

The recreation departments tend to be advocates of a mass participation philosophy. For example, in Kitchener the sports co-ordinator was successful in influencing lacrosse to implement more lacrosse league activity and fewer "elite" programs. This helped to revive a crumbling sport activity. -

In general the relationships which make it work in K-W are the same as those in most other Ontario communities. Personal contact, knowledge of resources, consultation and community knowledge seem to be the ingredients that work best.

In terms of the general areas we set out to investigate, we have summarized our findings as follows:

Management and Co-ordination of Sport and Recreation Activities

In this area we found the following general processes:

- The over-all co-ordination role is played by the recreation departments. If there was a hierarchy, these agencies would be on the top.
- While facility management is still a major role played by recreation departments, there is a noticeable and definite shift towards providing more "consultative" services to client groups.
- Recreation authorities believe (and manage accordingly) in the idea that community needs must always override program pressures from outside agencies such as provincial SGBs.
- Recreation planning in K-W is completely reactive. It is at best "seat of the pants" and is usually originated as a response to some form of pressure upwards from the clientele.
- Recreation is managed on the simple separation of "mass participation" as the goal of recreation authorities, and "elite" development being the responsibility of the SGBs.
- There is no formal, over-all management system. Things get planned and accomplished via informal interpersonal networks.
- Within the management "system" there is little, if any, provision for program or client evaluation. The grant structures of both Kitchener and Waterloo recreation departments require no real form of evaluative procedures. One interviewee suggested that evaluation could be summed up as "... more participants, less complaint."

Financial and Funding Observation and Comments

In our interviews there was one singular message. In short, money is not a significant problem. There always seems to be a way for local programs to operate. Fund raising is a generally recognized responsibility of local volunteers in local programs. Funding generally consists of a mix of registration fees, small business donations, municipal grants and fundraising projects, draws, lotteries, bingo and the like.

Despite this, it is generally understood that fund raising is hard work and is an endless chore. Some additional comments we received in this area included:

- The need to increase the funding of the two universities to permit these institutions to extend services to the community more aggressively.
- The need to investigate a legislative change in provincial tax law to permit small business to write off sport and recreation sponsorships.
- There is a lack of uniformity in municipal funding (of sport) criteria between Kitchener and Waterloo. In a twin-city environment such as this, a greater degree of uniformity in funding criteria needs to be explored.
- The only way to ensure ongoing volunteer commitment to fund raising is to protect against easy access of provincial government direct grants at the community level. In general this idea of making direct sport and fitness funds available was welcomed by volunteers, but abhorred by professional practitioners.

Program Observations and Comments

Lack of programs is not a problem in the K-W area. There is almost everything for almost everyone. Most of the comments received in this area dealt with issues and suggestions. Here are some of the highlights:

- There was need expressed to relieve, reduce or offset some of the costs of travel associated with "elite" (all-star) teams.
- Recreation professionals generally disagree with "elite" or all-star programs. As one put it "... 95 per cent of our problems come from all-star level sports and 95 per cent of those problems come from parents."
- In Waterloo minor hockey, a new program idea is emerging. Instead of layering competition with all-star at the top, a move is being made to structure teams to include both exceptional and average players. This is a horizontal "talent slicing" as opposed to a vertical approach.
- In hockey and soccer there is a continuing and mounting pressure for more instruction and fewer games, especially for the younger age groups. The need, however, is purely local. The people we talked to were suspicious and apprehensive about such programs being mounted by outsiders from provincial SGB levels.
- There is really no mechanism to "watchdog" for program duplication. Similar programs can be offered by the Ys, the schools, the recreation departments and the individual sport groups. No mechanism exists which can effectively monitor this type of

programming, or to suggest a better interlocking of programs.

- The administrative demands of operating minor sports falls on the shoulders of a relatively few volunteers who are willing to undertake the detail of planning, scheduling and general organization. This administrative detail detracts from the available time and energy necessary to create new and innovative programs. Most minor sports programs operate on a “status quo” basis.

Facility Observations and Comment

In general the area has a wealth of excellent facilities. The following significant comments were noted:

- There could be a more efficient use of facilities during the day by the closer integration of school physical education programs with the availability of facilities.
- Use of school facilities is hindered by prohibitive custodial costs.
- The new facility at Conestoga College is the most accessible of all the educational facilities in the community and it has opened facility usage to many new groups (e.g. speed skating).

General Attitudes, Opinions and Comments

Because our interviews were conducted in a somewhat “open ended” fashion, we received a lot of unsolicited general comment about sport and recreation in this community. We have not really attempted to evaluate these comments, but have listed some of the most common:

- The “win-at-all-costs” attitude still seems quite prevalent amongst coaches in certain sports. Those volunteers who can’t abide those attitudes feel they have little recourse in dealing with attitude problems. We heard the worn phrase again “. . . how do you fire a volunteer?”
- There appears to be a continued resistance to any kind of innovative program change, especially in hockey. For example, one volunteer noted that putting six-year-olds on a regulation soccer field resulted in each child touching the ball about three times per game. While this analysis certainly is rough and unscientific, the results are obviously valid.
- There appears to be a subtle movement towards the involvement of more females in the volunteer administrative areas.
- One area of sport development often overlooked is that of officiating. One person suggested that the development of his sport (soccer) was directly related to the competence of officials who are often neglected in the planning of programs to upgrade volunteer leadership.
- There was a need to find a way to “recapture” athletes who had taken from sport so their skills might be used in a volunteer capacity to assist the development of the sport.

General Analysis

We conducted extensive interviews, and in the process, collected a wealth of opinions, ideas and concerns. In many cases, depending on the interviewee, the ideas were conflicting and reflected again the philosophical differences between the “measurers” and the “doers”.

Getting a handle on K-W was very difficult because on one hand, things seem to work so well, and on the other, the catalogue of complaints and concerns was significant. In order to reconcile these conflicting conclusions it is necessary to hypothesize several characteristics of this area which may make it unique in its approach to sports development.

We suggest that the development of sport in K-W has been influenced by the following factors:

Factor One — The Late Regional Sports Council

K-W is one of a few communities which had the historical benefit of developing excellent inter-sport and inter-agency co-operation through the Waterloo Regional Sport Council.

The Sport Council was formed early in the 1970s. Thus it was in existence in the “boom years” of sport in Ontario. The council had a definite impact on the future operation of sport in the area in a number of important ways:

- It established early contact with provincial SGBs and improved the level and quality of upward communications on behalf of many sports.
- As a corollary of the above, this upward contact helped to encourage volunteers from K-W to more active roles with provincial SGBs and as such, there is a cadre of fairly knowledgeable local people who are active at the provincial level in a number of sports.
- The council encouraged and built excellent sport-by-sport links between people within the community.
- The council helped to open up access to the universities, high schools and the community college.
- The council helped formulate a general philosophy of sport development in the community along with a true cadre of knowledgeable and skilled people, both professional and volunteer.
- The council’s final demise was either a result of it having completed its function of establishing the right connections, or a genuine lack of need on the part of participating agencies for such a co-ordinating body.

Factor Two — Resources in the Community

The K-W area has enormous sport and recreation facilities. One has only to bike through the parks on a Saturday to see incredible activity in pools, parks, ball diamonds, tennis courts and playing fields. In one area, over about a one-hour period we witnessed, simultaneously, a full outdoor swimming pool, a full six-court tennis club, a cricket match, two minor ball games, and a soccer game! What

other Ontario community has access to a fully-equipped, lift-serviced ski area within 10 minutes of downtown?

Factor Three — The Universities

There is no other community in Ontario, including Metro Toronto, with two full universities. The people at these institutions, especially in the Athletics' Departments have made a significant effort to extend their expertise into the broader field of sport development. Barry McPherson sits on the Ontario Hockey Council; Judy McCrae is an executive on both the PWAA and the OUAA. The late Dr. Don Hayes was a leading proponent of hockey skills development and in many ways was the catalyst behind consistent, attitude changes in hockey in the last 10 years. All these people (and many more) are from fertile university environments.

Given this extraordinary legacy, it would seem that the K-W area is a sport and recreation paradise. According to those we interviewed, however, there was a significant catalogue of concerns.

To reconcile the problems with the pluses, we are forced to conclude that the primary problem in sport development in this community may well rest on the fact that there are so many resources there is a growing gap between those who know how to obtain access resources and those who don't.

In talking to those who feel there are significant sport problems, we found a collection of concerns which almost always was directly related to the problems of finding and using the right resources for their needs.

On the other hand, we found individuals who felt there were no problems that couldn't be solved by talking to the right person. Most of these individuals felt that there is an effective working partnership among local agencies in this area. These volunteers felt that support from local recreation departments was reasonable and helpful and was offered without interference.

In a community with such diverse sports opportunities, we found a fairly common desire for some form of local multi-sport co-ordination and administrative assistance.

At the same time, the need for volunteer independence was emphasized as a key factor in the ongoing success of local sport programs.

It appears that the demands on volunteers to raise funds, to plan, and organize and generally administer programs, is growing. This is in part due to the increased local competition for resources, and also in part due to the increased program requirements of provincial level agencies. A significant number of interviewees felt that some form of full-time central administrative service could assist the operation of sports at the community level.

We would like to take an editorial aside to discuss the important issue of co-ordination. Again and again people indicated that there was a need for some kind of co-ordination.

In reality, "co-ordination" refers to the need to ensure that someone else knows what you are doing — if it affects them! In discussing this with the professionals, it is clear that, in reality, a great deal of co-ordination occurs, but it occurs according to principles which may not clearly manifest themselves:

- co-ordination occurs on specific events.
- co-ordination occurs between individuals on specific subjects.
- it only occurs when and as needed.

In our opinion this is the essence of co-ordination: networks that work.

From a purely editorial point of view, we do not believe that the creation of central "co-ordinating" bodies could serve any real purpose in this community. We suspect that the essence of the call for "more co-ordination" is in reality a statement that:

- not only should co-ordination be done, but it must be seen to be done!

The Resource Problem

Resources is an overworked word. In the context of this community, we take it to mean:

- the people who have organizational or technical knowledge to assist a particular sport;
- the specific sport facilities;
- the sources of financial support.

If we accept this hypothesis that resource development is the key problem in K-W, then almost all of the concerns identified fall neatly into one of these areas. Specifically, our interviewees identified some of the following issues, (in no particular order):

People Resources Problems

- There was a need for full-time administrative support for sport.
- Need for more "qualified" volunteers to work in sport.
- Need to find ways of "weeding out" egotistical or over-zealous volunteers.
- The need for some form of volunteer assessment.
- Where and how to find volunteers, as pressures for more volunteers increase with greater program demands from the community. The growth in each sport is placing a strain on volunteer resources.
- Considerable need for greater volunteer training in leadership, coaching, management and administration.
- Related to the above was a whole list of attitude-related problems directed at volunteer resources. The problems of ego, over-zealousness, over-competitiveness, over-organization, etc., by adults surfaced again and again. We feel this too is really a resource problem in that it is not only a matter of finding people, but of finding the right kind of people. This in turn leads to a further

dilemma in that the “right kind of people” is very much a philosophical problem which varies from sport to sport.

- A need to develop parent education programs related to sport.
- Failure to use considerable student resources in this community.

Facility Resource Problems

- Difficulties in gaining access to board of education facilities.
- Costs of facilities approaching prohibitive levels in some areas such as ice time, ski lift fees, green fees, racquet court fees, etc.
- Greater pressure on use of facilities from older or different groups. Old timers’ hockey is now a significant community activity. The growth of ringette has placed real pressure on hockey’s almost exclusive monopoly of ice time.
- Different managing agencies occasionally do not consult with users regarding facility use. For example, the school board decided to resod two fields, resulting in the wholesale rescheduling of a minor soccer program.

Financial Resources Problem

- Lack of understanding of methods of fund raising.
- Failure by volunteers to take a “marketing” approach.
- Most real fund raising in the form of donations, as opposed to true sponsorships of programs.
- Failure to appreciate the need to plan financially and to project needs.
- Financial resources are often misused (e.g. money spent on equipment rather than on development projects).
- People and groups want money for short-term impact with little regard for long-range financial resource planning.
- Complaints that local businesses are not as involved in providing financial support as they should be.

General or Over-all Resource Co-ordination Problems

- Total lack of an integrated system. For those who understand, they can get what they want on the basis of person-to-person individual contact. For others, it is a hit-or-miss approach.
- Failure to measure and evaluate resource use.
- Failure to assess resource needs in order of importance — sometimes called priority setting.
- Failure to plan for resource use.
- Costs of all resources are rising (e.g. cost of ice time, as well as cost of volunteer training).
- Failure to define, catalogue and publish information regarding availability of facilities.

b) RIDGETOWN

Ridgetown promotes itself as the “friendliest town in Ontario”. The people of that community seem to try hard to live up to the slogan. Each Saturday during July and August, tourists are nabbed by the OPP and presented with a summons which reads: “You have been charged with entering the friendliest town in Ontario. You have pleaded guilty and are sentenced by the merchants of Ridgetown to sign the guestbook, accept these gift certificates and be our guest as tourists of the week.”

It is a town of 3,200 situated on the north shore of Lake Erie near Chatham, in the heart of a most productive agricultural area.

The town aims to maintain a balance between industrial, commercial and residential development. Ridgetown has a distinctly cared-for appearance, with well-kept, uncrowded homes on tree-lined streets. The main street architecture has been preserved and the over-all impression is of a community with pride.

The role of recreation in this community has been recognized and acknowledged by local politicians, business people and participants alike. It appears that recreation does not have to be sold in Ridgetown.

To illustrate, we found considerable information in the “Welcome Wagon” literature, but the majority of that information dealt with recreation programs and opportunities.

Over-all Review of Facilities/Services

The Ridgetown area has a surprising range of services and facilities available to the public. Some highlights include:

- Three public schools, one district high school, and the Ridgetown College of Agricultural Technology.
- There is a modern library.
- There are nine different churches in the community. Further, our interviews indicated that the participation rate in church activities and programs may well be higher than expected.
- There are 12 major industries in the immediate area, mostly medium-sized manufacturing enterprises (such as the Wilson Broom Company). There are 28 acres of town-owned commercial property as well as a 50-acre serviced industrial park.
- For a community of its size, we were surprised by the extent and influence of service organizations. There are five active service clubs and seven fraternity organizations. These groups are very active in the provision of support to recreation.
- The town has three excellent park facilities. These facilities include a swimming pool, youth and scout centre, playground facilities and floodlit ball diamonds for both softball and baseball.

- In addition, there is an extensive variety of town sport and recreation volunteer agencies. The Ridgetown Recreation Committee publishes a booklet which highlights local activities and agencies. A review of this booklet reveals a startling array of opportunities from antique car shows, birdwatching clubs, broomball, dancing, curling, photography, senior citizens activities, to name but a few.

How and Why It Works

There is no question that Ridgetown is an exceptional community. We interviewed a total of seven local people, including sport volunteers, educators and the recreation director.

In reviewing the results of our interviews we were astounded by several general comments:

- In each case we were careful to ask the interviewees to itemize problems, concerns and complaints they had with recreation services. Every volunteer indicated simply that there were really no problems to speak of. Individuals felt that there were occasional points of friction but they were always resolved by simple discussion and co-operation.
- Secondly, the interviewees were quite direct in their notions that Ridgetown was really in need of little, if anything. The interviewees felt that for a town of its size it was abundantly endowed with physical and human resources, and that people were very well informed about resources.
- Lastly, and most important, was the general feeling that community success in recreation was really just a part of an over-all positive and healthy community attitude. The editor/publisher of the local newspaper indicated that he endeavored to find and report on the community success stories as much as possible. He tries to avoid having his paper used as a forum for complaints or as a means of unreasonably airing negative views. Individuals reinforced this point of view. In general, we found a quiet, small, optimistic, proud and positive attitude everywhere. There was recognition that attitudes, friction and "politics" was a reality as in any other community, but Ridgetown has seemingly developed a collective philosophy of "working it out".

We were naturally suspicious that beneath the veneer there was some kind of organizational or attitudinal ugliness. In testing our viewpoints with outsiders we continued to find support for what we had found. For historical, geographic and economic reasons, the people of this small town seem to have a real formula for positive optimism.

Recreation in Ridgetown — Why It Works

Our interviews clearly defined the ingredients of the successful recreation programs in Ridgetown. In reviewing these ingredients we find perhaps the most complete formula we have witnessed for the development of recreation in a community. Although some of these ingredients have more weight than others, we have presented them in no particular order of importance, except for the first.

Ingredient One — The Professional Staff

Mr. Doug Smith, the Recreation Director of Ridgetown, must be acknowledged as a primary driving force behind this extraordinary community. Every interviewee gave great weight to his influence, yet this influence has never been heavy-handed or visibly autocratic. His personal style reflects several key qualities essential to this type of position, specifically:

- He knows and practices the art of "network" building. He knows the community. He knows the people, the personalities, the politics and the resources. He plays them individually, catering to the strength of each.
- He constantly challenges the volunteers without pressuring.
- He has lived in the community since 1957. He has seen his work through. His personal interests transcend matters of salary, benefits, etc. He really cares for the community he lives in.
- He works very hard.
- He has selected, and trained his full-time support staff in a careful way, with an eye on the future.
- He is a professional, in that he has and practices the skills of good management but he does not present himself as a measurer or evaluator, but rather as a participant and helper.

Ingredient Two — Upward Communications

Again, largely through the recreation director, a strong upward network exists. Mr. Smith and Mr. Secord are close personal friends. Mr. Smith has taken personal responsibility to establish and maintain good contact with all the provincial and regional "helping" agencies and arms of MCR. He is on the first name basis with most regional and head office personnel of MCR. He understands the policies of MCR and Wintario as they affect his community and he uses them.

Furthermore, he believes that local people should also have some awareness of where they fit in the recreation picture. He regularly orients new volunteers on the recreation committee with an overview of recreation services in Ontario and endeavors to keep his lines open as much as possible.

Ingredient Three — The Recreation Committee

Ridgetown has developed a tradition of a strong, well-supported, recreation committee. The faces change over the years, but the general principle of volunteer recreation committee has deep roots in Ridgetown. The recreation director neither dominates nor directs this group. His role is that of staff support, resource person and facilitator. The key decisions regarding recreation priorities and programs are made by the committee. Our interviewees clearly stated that the committee was in no way a rubber stamp.

As an example: the MRC made the decision to permit a local tennis club to manage the new courts recently constructed. The club was allowed to develop usage policy. Over a period of time it was found that the policies were too restrictive, inhibiting true mass participation. The MRC had no problem in taking back control of the facilities and implementing less restrictive policies.

Ingredient Four — Community Size

In contrast to K-W, Ridgetown was relatively simple to study. The model of this community seems in part to work because of the small size of the community. Facilities are easy to use, usually within walking distance of midtown. More important, the flow of resource information moves quickly. The networks of person-to-person contacts are less complex. People tend to be neighbors rather than strangers.

The small size virtually guarantees that one way or another, through children or adult programs, most residents are participants in some form of recreation activity.

Ingredient Five — Political and Civic Support

Recreation does not have to be sold in Ridgetown. It is an accepted civic priority. As a result, the recreation program budget is accepted and passed with little political interference. In a town of its size, civic leaders seem to have acknowledged the importance of recreation as a priority, and the whole process is countersunk into the life-style of the community. This support apparently has been built over the years in part on the track record of recreational programs. The successes of well-organized and directed programs, themselves, have helped feed the positive support of local people.

Ingredient Six — The Volunteerism Concept

Ridgetown is a town of co-operation and mutual dependence. One interviewee described the way volunteers flock to help as a kind of “1980s quilting bee”. The traditions of neighborly help extend clearly from the rural setting of this community.

This, however, is not the whole story. Developing a true volunteer spirit involves also a “style” of operation which encourages self-help. All interviewees again were supportive of Mr. Smith’s role in helping to develop this support.

When a new idea of project surfaces, the MRC and director usually have little direct financial resources to provide. The attitude is totally based on “bottom-up” development. Over the years citizens know that if they want a particular program or service, they are themselves responsible for its development. The track record of such projects include the raising of funds to sponsor a refugee family, raising of funds to repair the arena, and numerous other self-help projects.

The community has never been really subject to a “hand-out” mentality. The professional staff of MRC volunteers simply stimulate, encourage, help and train as primary roles, thus developing an effective cadre of self-motivated citizens.

While this may sound terribly saccharine, the fact is that the people we interviewed really believed in these concepts. I asked one interviewee (the high school principal) to identify the factors which exemplify this volunteerism spirit. He cited:

- interest,
- expertise,
- receptive atmosphere,
- co-operation,
- friendliness,

as the factors contributing to the general volunteer climate.

Ingredient Seven — Inter-agency Co-operation

Thanks mostly (again) to the recreation director, the town has developed a legacy of real inter-agency co-operation. This also stems from the simple fact of the high degree of volunteerism. In a town of this size, it is not possible to separate the institutions from the people. Thus if some people need a gym, they call a person they know at the high school and relate on a person-to-person basis as opposed to a person-to-institution basis.

A kind of recreation barter system exists. Some examples include:

- the little theatre uses the school auditorium.
- the high school has used agricultural college facilities during a period when some reconstruction was underway.
- the Kiwanis Club meets in the Legion.
- the Rotary Club meets in a church.
- minor hockey banquet was held in the Ag college auditorium.
- the list of examples is endless.

Over a period of time, this town has learned to drop institutional barriers and share its resources. The recreation director indicated that he considers the whole town to be his facilities. This is simply an attitude which makes it work when shared widely.

Of particular note in helping all this to become a reality is that the County Board of Education has actively endorsed this community-use-of-schools concept. With local decision-making in the hands of the principal, it is a simple process to book and use school space. Aside from inevitable and occasional scheduling conflicts, the school system appears open to all customers at custodial rates they can afford.

Further, one must note that over two thirds of the high school enrolment is bussed in from rural settings. This means that the school programs must be accomplished during the day and the available extracurricular hour availability is somewhat greater than in comparative urban communities.

Facility co-operation is not limited to public or non-profit facilities. Wherever possible, the MRC and staff attempt to interface and promote the resources of privately-owned facilities for meeting rooms, dances, etc.

Lastly, the role of church facilities is included in the community resource pool.

Ingredient Eight — Leadership Training

The recreation director is an adamant advocate of general volunteer leadership training. Before its dissolution, he felt the provincial leadership institute program (offered in the old Youth and Recreation days) was indispensable. He feels the current level of leadership training support offered by MCR is inadequate.

Despite this, he develops his own effective strategies. One is to take one or more volunteers with him to provincial and regional recreation conferences and meetings, such as OMRA, ORS, etc. He feels it is invaluable to expose his volunteer leaders to other community approaches and special information sessions.

He also advocates and practises the art of on-job training of volunteers. He tries to delegate as much responsibility as possible into volunteer hands and to offer his training expertise wherever possible.

Ingredient Nine — Lack of Outside Interference

Ridgetown is fortunate. It is not really on the “beaten track”. The geography of the location is such that the town has not been subjected to much visitation from outside agencies, specifically the sports governing bodies. Most interviewees were blissfully ignorant of the politics and programs being developed or promoted at the provincial level. Most were also thankful for that.

This is obviously a fiercely independent community. The people are somewhat suspicious of the motives of “outside” experts. The recreation director, while fully aware of provincial level programs (such as coaching) is highly selective in assessing these programs. The community feeling is that for new ideas to work, they must originate in the community — period!

On this subject, one colorful and obviously rural viewpoint which was eloquently expressed, was “artificial insemination means being screwed by a machine — people are much more fun.” Perhaps the point is best left at that.

Ingredient Ten — Money is not a Problem

As an obvious corollary of all this, it is clear that money is simply not a problem. Every single interviewee indicated that

- if a project originates in the community,
- if the project has real merit,
- if the project has a volunteer support base with “consultative” assistance from the professionals, it gets money.

Community projects mobilize their own finances, based upon a combination of support from business, registrations and a wide variety of innovative fundraising programs. For example, one minor hockey team received the necessary funds by a player-sponsorship idea. Each player went to a local business and was sponsored individually.

It was also noted that in general, the community as a whole was very generous. People were accustomed to paying their own way in important programs, and recreation is an important program.

The Model Community — The Ten Ingredients

In summary, the Ridgetown model can be described in terms of the following:

- committed professional staff;
- good upwards communication;
- active recreation committee;
- ideal community size;
- political and civic support for recreation;
- the concept of volunteerism;
- inter-agency co-operation;
- leadership training;
- minimal outside interference;
- money is not a problem.

Problems and Issues

Most interviewees felt that the problems were minimal, and certainly not worth highlighting. In fairness to this report, we will identify the ones we could find:

- There still remain some attitudinal conflicts regarding the philosophy of minor sports. Again, as elsewhere, we faced conflicting opinions of the value of “competi-

tive” sport, versus “mass participation”. It would be nice if someone could lay this issue to rest once and for all.

- Several interviewees expressed real concern about replacing the recreation director. They feel hard-pressed to find a person of his quality, style and skills in today’s market-place.
- Some indicated that despite the joys of isolation from provincial SGBs, that perhaps a wider variety of sport activity could be stimulated by more contact. Certain sport activities really never get a toe-hold in Ridgetown, largely due to lack of local expertise and information (e.g. field hockey).
- As mentioned before, there is a real need in this community for more general leadership training of the sort delivered by the provincial institute. This program should be revitalized.

Conclusion

Ridgetown is indeed a model community. It was a refreshing experience to meet with satisfied people who had reasonable expectations and worked together to get things done in a positive, co-operative way.

As we work in the sports scene for a long period it is nearly impossible to remain unbiased and not cynical about the games and politics that sport people love to play at all levels.

This community has found a way to divert such negative energy into creative activity.

c) ETOBICOKE

Background

The environment, attitude and people of Etobicoke contribute to its success in delivering sport, recreation and fitness programs to its citizens. Early in its development, the people in senior leadership positions recognized the fundamental need for co-operation among all available resources including facilities, finances and personnel. They understood clearly the central and key position the school plays in community life. In addition, they had a sense of community spirit — a desire and commitment to serve the people of their borough.

At the outset, the decision makers were all housed in the same location. The board of education and the municipality offices were together and their employees would communicate regularly. They developed a strong sense of understanding of each other’s needs and opportunities. This link was loosened when new facilities were constructed and the two organizations were split physically.

To maintain a formal link and put a communication network in place permanently, two essential committees were formed.

The Etobicoke Sports Council combines people from all of the sport governing bodies, an alderman from the board of education, staff from Parks and Recreation and a consultant in physical education from the school board. This body advises the municipality and operates programs such as coaches’ clinics. The Arts counterpart to this group in Etobicoke has developed to a full-time staff and office and actually administers and allocates dollars.

The Borough Board Liaison Committee combines trustees, elected representatives from council, representatives from the library, board of health and the Hydro Electric Commission. The co-ordinate municipal services. As an example, it is this committee that would recommend where the next community school should be located.

In addition to these two committees, more informal communication by Parks and Recreation is maintained with the community college, the Etobicoke Olympian and the Y. The Borough of Etobicoke seems dedicated to maximizing available resources with a view to delivering the best possible programs to its people.

The facilities in Etobicoke have been planned and built to meet *all* needs. Recreational facilities designed to serve the masses — everybody — are all built as extensions of the existing school facilities. Since the use of facilities is tied to sport development, the personnel at Parks and Recreation have attempted to plan an evolution into the building program. As athletes improve, their facility-needs change. They are also normally prepared to travel to train. Etobicoke wishes all levels of skill to be able to train within its boundaries and has developed facilities accordingly.

Take swimming, by way of example: The masses are served by the multitude of wading pools in the borough; the semi-organized and competitive programs are served by the available indoor pools often attached to a school; and the highly-skilled and the high-performance athletes are served by the Etobicoke Olympian.

Effective leaders at senior levels in all organizations in Etobicoke have constructed, by a mature approach to their separate responsibilities and environment, ready-to-operate complete and dynamic activity programs.

Community School Club Concept

Given the above predisposition and approach, Etobicoke is an ideal pilot project for the community school club concept as discussed in the report.

Etobicoke already has 11 community schools operating in its various geographical regions. These schools are the

joint, co-operative effort of the school board and the municipality. The school board looks after the scholastic day programs and provides the facilities. The municipality programs the space and supplies the staff from the end of the school day through into the evening. In one or two instances the school board actually turns parts of the schools over to the municipality who operate community activities on a full-time, all-day basis.

There are over 300 active sport clubs in Etobicoke. These clubs have free use of the gymnasiums and pools in the borough. Parks and Recreation do all scheduling for all facilities including the schools. This central scheduling allows the borough to accommodate the needs of all individual organizations and is a further illustration of the commitment to co-ordinate.

Etobicoke has:

- the sport club network,
- the communication network between elected and paid officials from both the school board and the municipality,
- a precedence for developing facilities to meet all levels of participation from recreation to elite,
- recognized that all facilities are community resources.

The greatest test of the community school club's success in Etobicoke would lie, therefore, in the exchange of personnel. To date, clear distinctions in responsibilities, financing and programming exist. The community school club concept's operation will require the admission of lay-people into the school programs as "resource teachers and coaches" and vice versa. The school teacher/coach should be involved in the school club when the individual possesses the skill, desire and expertise.

The above exchange of personnel addresses certain ingrained traditions. First, the status of a *coach*: through the admission of the coach into the school system and the teacher/coach into the club, we are recognizing the importance of the coaching profession and the fact that the coach is a teacher of specifics. We are also recognizing that the school workday for all teachers need not span identical time-frames. The teacher/coach could commence work at 3:00 and continue into the evening, rather than working all day.

Because of these breaks with tradition the community school club concept requires the operation of a pilot project. We found during this study Etobicoke to be the closest in operations and organizational structure to carrying out the concept.

This concept deals with the student athlete, the coach as a professional, the teacher who wants to coach and can contribute much knowledge and integration of program and facilities. While not necessarily ideal for every community in Ontario, this conception is worth documentation and more experimentation.

